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United States Participation in the United Nations

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Acronyms and Short Forms

ACABQ	Advisory Committee on Administrative and Budgetary Questions
ACC	Administrative Committee on Coordination
C-24	Special Committee on the Situation With Regard to the Implementation of the Declaration of the Granting of Independence to Colonial Countries and Peoples
CD	Conference on Disarmament
CSCE	Conference on Security and Cooperation in Europe
EC	European Community
ECA	Economic Commission for Africa
ECE	Economic Commission for Europe
ECLAC	Economic Commission for Latin America and the Caribbean
ECOSOC	Economic and Social Council
ESCAP	Economic and Social Commission for Asia and the Pacific
ESCWA	Economic and Social Commission for Western Asia
FAO	Food and Agriculture Organization
GATT	General Agreement on Tariffs and Trade
G-77	Group of 77
Habitat	UN Center for Human Settlements
IAEA	International Atomic Energy Agency
IBRD	International Bank for Reconstruction and Development
ICAO	International Civil Aviation Organization
ICJ	International Court of Justice
ICSC	International Civil Service Commission
IDA	International Development Association
IFAD	International Fund for Agricultural Development
IFC	International Finance Corporation
ILC	International Law Commission
ILO	International Labor Organization
IMF	International Monetary Fund
IMO	International Maritime Organization
ITU	International Telecommunication Union

JIU	Joint Inspection Unit
MINURSO	UN Mission for the Referendum in Western Sahara
NAM	Non-aligned Movement
NATO	North Atlantic Treaty Organization
OAS	Organization of American States
OAU	Organization of African Unity
ONUCA	UN Observer Group in Central America
ONUSAL	UN Observer Mission in El Salvador
PLO	Palestine Liberation Organization
UNAVEM II	UN Angola Verification Mission
UNCITRAL	UN Commission on International Trade Law
UNCTAD	UN Conference on Trade and Development
UNDC	UN Disarmament Commission
UNDCP	UN International Drug Control Program
UNDOF	UN Disengagement Observer Force
UNDP	UN Development Program
UNEP	UN Environment Program
UNESCO	UN Educational, Scientific and Cultural Organization
UNFICYP	UN Force in Cyprus
UNHCR	Office of the UN High Commissioner for Refugees
UNICEF	UN Children's Fund
UNIDO	UN Industrial Development Organization
UNIFIL	UN Interim Force in Lebanon
UNIKOM	UN Iraq-Kuwait Observation Mission
UNITAR	UN Institute for Training and Research
UNRWA	UN Relief and Works Agency for Palestine Refugees in the Near East
UNSCEAR	UN Scientific Committee on the Effects of Atomic Radiation
UNTAC	UN Transitional Authority in Cambodia
UNTSO	UN Truce Supervision Organization
UPU	Universal Postal Union
WFP	World Food Program
WHO	World Health Organization
WIPO	World Intellectual Property Organization
WMO	World Meteorological Organization

Part 1



Political Affairs

Security Council

The UN Charter places on the Security Council primary responsibility for maintaining international peace and security. It authorizes the Council to act to achieve the peaceful settlement of disputes (Chapter VI), and to deal with threats to the peace, breaches of the peace and acts of aggression (Chapter VII). The Council can make recommendations only for actions on matters raised under Chapter VI. In areas covered by Chapter VII, however, it may take decisions which are binding on all member states—including imposition of collective political, economic and military sanctions.

The 15-member Council meets as necessary throughout the year. It is composed of 5 Permanent Members—France, China, Russia (which succeeds the Soviet Union effective January 1, 1992), United Kingdom and the United States—and 10 nonpermanent members, elected by the General Assembly. Half this number, or five new members, are elected annually to serve 2-year terms. The 10 nonpermanent members in 1991 were: Austria, Belgium, Cote d'Ivoire, Cuba, Ecuador, India, Romania, Yemen, Zaire and Zimbabwe. The Council presidency rotates monthly by alphabetical order among member states; the United States did not serve as President in 1991 for the first year since 1979.

The Security Council met formally on 53 occasions in 1991 and informally on many occasions. Twenty-nine of these meetings concerned either peacekeeping operations or the Gulf War and its aftermath. The Council considered and adopted 42 resolutions, 36 unanimously; this was the highest total in its history and only the second time it had adopted as many as 30. The United States did not exercise its veto power in 1991 for the first year since 1979; there were no permanent member vetoes in the Council for the first time since 1978.

Eleven UN peacekeeping and peace-monitoring operations were active in 1991. Six were in existence throughout the year:

the UN Military Observer Group in India and Pakistan (UNMOGIP); UN Truce Supervision Organization (UNTSO), based in Jerusalem; UN Peacekeeping Force in Cyprus (UNFICYP); UN Disengagement Observer Force (UNDOF) on the Golan Heights; UN Interim Force in Lebanon (UNIFIL); and UN Observer Group in Central America (ONUCA). Under resolution 696 of May 30, a seventh, UN Angola Verification Mission (UNAVEM) was given a new mandate and renamed UNAVEM II. The mandate for an eighth, the UN Iran-Iraq Military Observer Group (UNIIMOG), was allowed to lapse on February 28.

The Security Council approved the creation of three new peacekeeping forces in 1991: the UN Iraq-Kuwait Observation Mission (UNIKOM), established pursuant to resolution 689 of April 9 to monitor the Khor Abdullah and a demilitarized zone between Iraq and Kuwait; the UN Mission for the Referendum in Western Sahara (MINURSO), established by resolution 690 of April 29 and charged with referendum preparations and execution, and for supervising the repatriation of Western Saharans identified as eligible to vote; and the UN Observer Mission in El Salvador (ONUSAL), established by resolution 693 of May 20 was initially mandated to monitor the human rights agreements and later expanded to monitor all agreements between the Government of El Salvador and the Frente Farabundo Marti para la Liberacion Nacional (FMLN). The Council also set up the UN Advance Mission in Cambodia (UNAMIC), established by resolution 717 of October 16 and responsible for assisting the parties to the Cambodian conflict in maintaining the informal ceasefire and in preparing for the later deployment of a UN Transitional Authority in Cambodia (UNTAC), expected to be the largest UN peacekeeping operation ever.

General Assembly

The General Assembly meets annually from mid-September to late December. The work of the Assembly takes place in seven main committees and in plenary. Political and security issues are dealt with in the First Committee; other political issues not discussed in the First Committee in the Special Political Committee; economic and financial issues in the Second Committee; social, humanitarian and cultural issues in the Third Committee; dependent territory and trusteeship issues in the Fourth Committee; administration and budgetary matters in the Fifth Committee; and legal issues in the Sixth Committee. Most issues are

referred to the main committees by the General Assembly, but some are handled directly in plenary.

The 46th General Assembly convened on September 17 and was suspended on December 20 after 79 plenary sessions. It adopted a total of 281 resolutions, of which 207 (74 percent) were by consensus. There were 88 recorded plenary votes: 74 on resolutions as a whole, 10 on separate paragraphs, 2 on decisions and 2 motions. Of these 88 votes, the United States voted no 55 times and yes 15 times; it abstained on 15 votes and did not participate on 3.

Continued international cooperation and lessened super-power tension were the hallmarks of the 1991 General Assembly. Political invective was diminished, and the body's work was increasingly achieved by consensus. Undoubtedly, the Assembly's crowning achievement—and the United States' greatest diplomatic success—was revocation of the unacceptable determination in a previous General Assembly resolution (Resolution 3379 of 1975) that Zionism is a form of racism and racial discrimination, by an overwhelming vote of 111 (U.S.) to 25, with 13 abstentions. Another major triumph for UN cooperation in the post cold war era was the failure by the Government of Cuba to obtain support for an inflammatory resolution condemning the United States for its trade embargo.

Finally, the 46th General Assembly confirmed the appointment of Boutros Boutros-Ghali, former Deputy Prime Minister of Egypt, to a 5-year term as UN Secretary General beginning January 1, 1992. Mr. Boutros-Ghali succeeded Javier Perez de Cuellar (Peru), who assumed office in 1981.

The aftermath of the Gulf War was felt throughout the 46th General Assembly: Iraq used every opportunity in general debate to attack the UN sanctions regime and to urge it be eliminated or softened. There were several clashes between Iraq and Kuwait over Iraqi accounting for and repatriation of missing Kuwaiti and third-country detainees, and responsibility for pollution in the Persian Gulf resulting from destruction of Kuwaiti oil installations. Iraq failed to break out of its isolation when it failed to amend the yearly UN General Assembly resolution approving the report of the IAEA to include language censuring Israeli nuclear practices. The General Assembly also adopted, by an overwhelming margin, resolutions critical of human rights conditions in Iraq and in Iraqi occupied Kuwait.

Relaxation of tension between the United States and the Soviet Union allowed Eastern European countries to adopt posi-

tions compatible with those espoused by the West. The number of arms control-related resolutions declined from 62 in 1989 to 39 in 1991. Disagreement continued, however, on some disarmament issues, including a comprehensive nuclear test ban, Israeli nuclear armament and South African nuclear capability.

Regional organizations assumed new prominence with the advent of diminished superpower rivalry. African nations continued to assume direct responsibility for conflict resolution in Liberia, and regional groups played key roles on resolutions concerning Yugoslavia, Central America, Cambodia and Haiti. Greater UN activism in mediating regional conflicts was reflected by consensus adoption of a plenary resolution on Cambodia which welcomed conclusion of a comprehensive political settlement and urged establishment of a UN Transitional Authority to administer free and fair elections.

On Latin American regional issues, consensus adoption of a forward-looking plenary resolution on Central America, with U.S. cosponsorship, reflected growing optimism that the remaining civil conflicts in the region would soon be resolved through UN-facilitated political negotiations.

As in 1990, General Assembly adoption of another omnibus resolution on apartheid was a major milestone, once again underscoring the concept of negotiation among all parties within South Africa.

The General Assembly made considerable advances in its work on decolonization. For the first time the United States did not vote against or abstain on a resolution dealing with the non-self-governing territories for which it is the administering power. Also for the first time, moderate delegations in the Assembly's Fourth Committee challenged resolutions drafted by the Special Committee on the Implementation of the Declaration on Decolonization (Committee of 24) and were successful in moderating those resolutions. Radical delegations continued to politicize the work of the C-24, however, compelling the United States to give careful consideration to whether it will continue to cooperate with that entity.

Treatment of economic issues in the United Nations continued to reflect major world trends: the end of the Cold War, growing disenchantment with statist approaches to economic development, and the corresponding ascendancy of free market principles. Emerging nations of Eastern Europe and the former Soviet Union, joined by a growing number of developing countries (particularly in Latin America) became new advocates of

market economics. Although many developing countries continued to suffer economic difficulties, and pressed for further international support measures, the economic dialogue moved increasingly away from confrontational tactics and toward a more cooperative, pragmatic mode. Of 74 resolutions and 21 decisions produced by the Second Committee in 1991, only 5 resolutions were taken to a vote in plenary.

Consideration of human rights at the 46th General Assembly continued to center on country-specific questions. The Assembly adopted resolutions on human rights in Iraq and occupied Kuwait by overwhelming margins. Strong Western support won consensus adoption of a resolution on Burma. The United States also joined in consensus adoption of several resolutions on human rights thematic issues and women's affairs. (For further information, refer to Part 5 of this report, Human Rights and Fundamental Freedoms.)

Building on President George Bush's 1990 initiative to enhance UN ability to provide electoral assistance, the General Assembly adopted resolution 46/137 on "Enhancing the effectiveness of the principle of periodic and genuine elections." The resolution, adopted by an overwhelming margin, endorsed the array of electoral assistance provided to requesting member states and commended the ongoing work of UN bodies. Reflecting the concerns of the United States and other cosponsors who sought increased coordination of electoral activities, the resolution called for the Secretary General to designate a senior official to act as a focal point for coordination of electoral assistance.

Regional Issues

Iraq

In 1991 the Security Council acted on groundwork laid earlier in response to the August 1990 Iraqi invasion of Kuwait. On February 28 Kuwait was liberated in a massive, coordinated action by a coalition of military forces from over 30 countries, including the United States. This action was taken under resolution 678 (1990), which authorized member states to use "all necessary means," including the use of force, to implement Council resolutions and "to restore international peace and security in the area."

In 1991 the Council adopted 12 resolutions related to the Iraqi invasion of Kuwait (12 resolutions on this subject were also adopted in 1990). These resolutions established conditions for the cessation of hostilities; determined conditions for lifting

sanctions established under resolutions 661 and 670; addressed Iraqi responsibility for compensation; approved plans to determine the extent of Iraqi weapons of mass destruction, destroy the weapons, equipment and facilities used to produce them, and to prevent Iraqi further development of such weapons; and established a mechanism, whereby Iraq could pump oil to pay for UN operations and humanitarian goods under UN supervision.

The following reviews the 12 resolutions adopted by the Council in 1991 after the military liberation of Kuwait:

Resolution 686 of March 2: After President Bush called a halt to offensive land operations on February 28, the United States quickly proposed a resolution to seek a definitive end to hostilities. In addition to the demand that Iraq immediately cease all hostilities and return to positions occupied on August 1, 1990, before the invasion, the resolution required Iraq to implement its obligations under the 12 Security Council resolutions adopted in 1990 which called for immediate return of prisoners of war and property, and the release of third-country nationals and detained Kuwaiti citizens. The resolution also demanded Iraq return the remains of those killed and that it assist coalition forces in identifying the location of mines, booby traps, and chemical and biological weapons.

The resolution was adopted by a vote of 11 (U.S.) to 1 (Cuba), with 3 abstentions (China, India and Yemen). Following the vote, the U.S Representative stated that the Security Council had been at the center of the international community's response to Iraq's aggression against Kuwait. He emphasized the importance of resolution 678, which set the stage for the removal of Iraqi forces from Kuwait. He stated, "Aggression has been beaten, firmly and decisively." He emphasized the Council sought a definitive end to hostilities and added:

The United Nations and the Security Council remain at the center of the effort to fulfill the overarching tasks set by the 12 resolutions adopted thus far: to repel aggression and to build genuine peace and stability. The Council today is providing a broad framework for dealing with this new phase of our task.

Resolution 687 of April 3 set the conditions for a permanent ceasefire that would lead to the withdrawal of coalition forces. This very lengthy and complex resolution addressed such key areas as demarcation of the Iraq-Kuwait border, deployment of a UN observer force, activation of a special commission to oversee elimination of weapons of mass destruction, creation of a compensation regime, return of Kuwaiti property and detainees, and the control of arms sales to Iraq.

The resolution created a demilitarized zone between Iraq and Kuwait and called for the deployment of an observer force astride the Iraq-Kuwait border. It called for the formation of a Special Commission to find and destroy Iraqi weapons of mass destruction—chemical, biological and nuclear—and the means to deliver them. It established coordination with the International Atomic Energy Agency (IAEA) to deal with Iraq's clandestine program to acquire nuclear weapons. Most importantly, the resolution prohibited Iraq from developing such weapons in the future and laid the groundwork for establishment of a mechanism for international monitoring of Iraq's compliance with this prohibition.

Resolution 687 also stated the decision to create a fund (to be paid for from a certain percentage of Iraqi oil revenues) to compensate those governments, individuals and corporations who had suffered losses, damage or injury as a result of the invasion of Kuwait. The resolution lifted sanctions on foodstuffs and supplies for essential civilian needs and determined that sanctions on Iraq's exports would be lifted once provisions on destruction of Iraqi weapons of mass destruction and compensation were implemented. Sanctions against Iraq would be reviewed by the Council every 60 days. Iraq was called on to return Kuwaiti property and commit itself not to support terrorism or terrorist organizations. Iraq was also called upon to cooperate with the International Committee of the Red Cross (ICRC) in facilitating the repatriation of Kuwaiti and third country nationals.

The resolution was adopted by a vote of 12 (U.S.) to 1 (Cuba), with 2 abstentions (Ecuador and Yemen). In his statement after the vote, the U.S. Representative said, "troops have gone into battle before under the UN Charter, but the United Nations has never before taken measures to rebuild the peace such as those contained in this historic resolution."

Resolution 688 of April 5 addressed the plight of displaced civilians in Iraq caused by Iraqi repression, particularly Iraq's Shia and Kurdish populations. The resolution condemned the Iraqi Government's continued repression of its own people. It also called on Iraq to meet its humanitarian responsibilities and to facilitate the work of international relief organizations, to ensure vital humanitarian aid reached those in need throughout the country.

The resolution was adopted by a vote of 10 (U.S.) to 3 (Cuba, Yemen and Zimbabwe), with two abstentions (China and India). In his statement after the vote, the U.S. Representative said that the situation in Iraq "has tragic human consequences and pre-

sents serious implications for regional peace and security." He added:

President Bush has just announced, this afternoon, his decision to undertake a major new effort by the United States, in light of the current tragedy, to assist Iraqi refugees and displaced persons. Beginning this Sunday, the U.S. Air Force will drop into northern Iraq, food, blankets, clothing, tents and other relief-related items for suffering civilians.

Resolution 689 of April 9 approved the Secretary General's report on implementation of paragraph 5 of 687, which called for the immediate deployment of an observer force in a demilitarized zone between Iraq and Kuwait. The mandate of the force was to be reviewed by the Council every 6 months. The resolution was adopted unanimously.

Resolution 692 of May 20 established the fund and the commission to administer this fund cited in resolution 687 to pay claims against Iraq for direct losses as a result of Iraq's invasion and occupation of Kuwait. The resolution was adopted by a vote of 14 in favor (U.S.), with one abstention (Cuba).

Resolution 699 of June 17 approved the Secretary General's plan for implementing resolution 687's weapons of mass destruction provisions. It also stated the Council determination that Iraq would be held liable for the full costs of carrying out provisions of resolution 687 for destruction, removal or rendering harmless of all Iraqi chemical and biological weapons and ballistic missiles. Maximum assistance in cash and in kind from all member states to support this effort was encouraged. The resolution was adopted unanimously.

Resolution 700 of June 17 approved guidelines established in resolution 687 to prevent the sale to Iraq of arms, related material and technology. It also entrusted the sanctions committee established under resolution 661 to monitor international compliance with these prohibitions. The resolution was adopted unanimously.

Resolution 705 of August 15 set the ceiling for required Iraqi contributions to the Compensation Fund (as required by resolution 687) at 30 percent of the revenue from Iraqi oil exports. The resolution was adopted unanimously.

Resolution 706 of August 15 responded to the difficult humanitarian situation in Iraq. This resolution did not lift sanctions but provided an exception for that special purpose. It authorized a limited, one-time sale of \$1.6 billion worth of Iraqi oil to finance emergency humanitarian relief under strict UN control, to provide the first funds to the Compensation Fund,

and to pay for UN operations inside Iraq, including the Special Commission. The resolution was adopted by a vote of 13 (U.S.) to 1 (Cuba), with 1 abstention (Yemen).

Resolution 707 of August 15 addressed the failure to comply with terms of resolution 687 on weapons of mass destruction and its repeated material breaches of obligations under the Nuclear Non-Proliferation Treaty. The resolution strengthened the role of the IAEA and the Special Commission in performing their task of eliminating Iraqi weapons of mass destruction and assuring such weapons are not acquired in the future. It was adopted unanimously.

Resolution 712 of September 19 implemented resolution 706 on humanitarian assistance to Iraq. It confirmed the mechanism for a limited one-time sale of Iraqi oil to fund purchase of humanitarian items needed for the people of Iraq as well as Iraqi reparations for war damages. The resolution was adopted 13 (U.S.) to 1 (Cuba), with 1 abstention (Yemen). In his statement after the vote, the U.S. Representative said, "this implementing resolution is a key step towards bringing the Gulf crisis to a close and toward having Iraq meet its responsibilities."

Resolution 715 of October 11 approved long-term monitoring of Iraqi capability to develop weapons of mass destruction by the IAEA and the Special Commission. The resolution was adopted unanimously.

The General Assembly deferred to the Council authority for seeking a peaceful resolution of the Iraqi invasion of Kuwait in accordance with the UN Charter. On December 17 the General Assembly adopted resolution 46/134 condemning Iraq's serious violations of human rights in Kuwait by a vote of 129 (U.S.) to 1, with 17 abstentions.

Middle East

Situation in the Occupied Territories

In late December 1990, an incident in the Rafah refugee camp in the Gaza strip led to clashes between residents of the camp and the Israeli Defense Forces in which several Palestinians were shot and killed and hundreds were wounded. On December 31 the Security Council President unsuccessfully sought consensus on a presidential statement. Discussions continued into the new year, when the new Council President read an agreed presidential statement at a formal meeting of the Council on January 4.

The statement expressed deep concern about the violence in Gaza, especially actions by Israeli security forces against Palestinians, and deplored those actions, particularly "the shooting of civilians." The statement went on to reaffirm the applicability of the Fourth Geneva Convention to the territories. It also reaffirmed positions expressed in resolution 681 (December 1990) and supported the work of the Secretary General in implementing that resolution. The statement concluded by urging "intensified efforts by all who can contribute to reducing conflict and tension in order to achieve peace in the area."

On January 8 Israel deported four Gazans for whom deportation orders had been issued on December 15, 1990. Two days later, the NAM caucus of the Council decided to cosponsor a draft resolution demanding Israel rescind the deportation order and desist from deporting any other Palestinian civilians. The U.S. position was that a resolution at that time would complicate the work of the Security Council in confronting the Iraqi occupation of Kuwait. Events in the Gulf led the NAM group to agree to suspend consideration of their resolution in late January and February.

At the beginning of March, the Secretary General's Special Advisor, Jean Claude Aime, visited Israel in order to prepare the report called for by resolution 681. This report, reviewing violence in the occupied territories since December 20, 1990, was submitted to the Council on April 9.

On March 24 Israeli authorities ordered the expulsion of four more Palestinians. The Council issued a statement on March 27 deploring this decision of the Government of Israel in violation of the Geneva Conventions. The statement noted the Council's grave concern over the continued deterioration of the situation in the Palestinian and other Arab territories and the serious situation resulting from imposition of curfews by Israel. The statement added: "The members of the Security Council also call upon Israel to desist from deporting Palestinians and to ensure the safe return of those deported."

On March 21 the Secretary General appointed a new Special Representative for the Middle East, Edouard Brunner (Switzerland), to replace Gunnar Jarring who was appointed in 1967 in accordance with resolution 242 (1967).

On May 18 the four Palestinians placed under expulsion orders on March 24 were deported from Israel. The Council agreed May 24 on the text of a resolution deploring the deportations. Resolution 694, adopted unanimously, called on Israel to refrain from deporting any Palestinian civilians and to ensure the safe and immediate return of all those deported.

In his explanation of vote, the U.S. Permanent Representative said deportations are contrary to the consistently stated policy of the United States. He emphasized, "Deportations are not acceptable under the Geneva Conventions. They do not contribute to efforts for peace. The United States again calls on the Government of Israel to cease deportations." He noted, however, that "even as the United States voted in favor of this resolution today, our sights were focused on the achievement of a just, lasting and comprehensive peace in the region." He also restated,

... the United States regards the phrase "all the Palestinian territories occupied by Israel since 1967, including Jerusalem," which appears in this resolution, as being merely demographically and geographically descriptive and not indicative of sovereignty.

UN Interim Force in Lebanon

The UN Interim Force in Lebanon (UNIFIL), deployed in southern Lebanon, was established by Security Council resolution 425 in March 1978 following the first Israeli invasion of Lebanon. The Security Council addressed the subject of UNIFIL three times in 1991. On January 30 the Security Council unanimously adopted resolution 684, which extended UNIFIL's mandate until July 31. On July 31 the Council voted unanimously in resolution 701 to extend UNIFIL's mandate for 6 months until January 31, 1992.

The Council considered UNIFIL a third time late in the year. On November 15 an Irish soldier with UNIFIL was killed in southern Lebanon. The United Nations issued a detailed report on November 29, and on December 4, the Security Council President issued a statement on behalf of the Council that noted with deep regret the death of the soldier and expressed concern about the heightened tension and hostilities in the UNIFIL area of operation. The statement urgently called for restraint on the part of all concerned.

In January the Secretary General submitted the report of a Secretariat team that had reviewed the scale and deployment of UNIFIL, in response to calls to review the efficiency of UNIFIL. The report recommended there be no substantive change in UNIFIL's function nor in its deployment, but that certain measures be taken to streamline the Force. In its July renewal of the UNIFIL mandate, the Council did not act to change UNIFIL's level of operations.

UN Disengagement Observer Force

The Security Council met twice during the year to renew the mandate of the UN Disengagement Observer Force (UNDOF) operating on the Golan Heights between Israeli and Syrian

forces. On May 30 the Council adopted resolution 695, which extended UNDOF's mandate for 6 months, until November 30. The Council voted on November 29 to adopt resolution 722, which extended the mandate for another 6 months until May 31, 1992.

In his reports to the Security Council on UNDOF operations, the Secretary General noted,

Despite the present quiet in the Israel-Syria sector, the situation in the Middle East as a whole continues to be potentially dangerous and is likely to remain so, unless and until a comprehensive settlement covering all aspects of the Middle East problem can be reached.

In both May and November, the President of the Security Council issued a brief statement indicating that this observation by the Secretary General reflected the views of the Security Council.

Situation in the Middle East

The General Assembly adopted two resolutions on December 16 under the agenda item, "The situation in the Middle East." The United States voted against one resolution and abstained on one.

Resolution 46/82 A, which the United States opposed, concerned the occupied territories and was adopted by a vote of 93 to 27 (U.S.), with 37 abstentions. It reaffirmed that just and lasting peace in the region could not be achieved without "immediate, unconditional and total withdrawal of Israel from the Palestinian territory occupied since 1967, including Jerusalem"; endorsed the exercise of the inalienable rights of the Palestinian people, including "the right to return and the right to self-determination, national independence and the establishment of its independent sovereign state in Palestine"; deplored Israel's failure to comply with earlier resolutions of the Security Council and the General Assembly; declared Israel's annexation of Jerusalem null and void; condemned Israel's policies and practices against the Palestinian people in the territories, including land expropriation and establishment of settlements; condemned imposition of Israeli law in the Golan Heights; and called on all states not to provide Israel with any assistance to be used specifically in connection with settlements in the occupied territories, and specifically condemned "increasing collaboration between Israel and South Africa." Resolution 46/82 A did not acknowledge the convening of Middle East peace talks. Nevertheless, it stated that a settlement of the situation in the Middle East cannot be achieved without the participation on an equal footing of

all the parties to the conflict, including the Palestine Liberation Organization (PLO), as "the legitimate representative of the Palestinian people." An operative paragraph that had been included in previous resolutions denouncing various cooperative agreements between the United States and Israel, for which the United States had previously requested a separate vote, was not included in resolution 46/82 A.

The second resolution, adopted as 46/82 B by a vote of 152 to 1, with 4 abstentions (U.S.), concerned the status of Jerusalem. It declared Israel's annexation of the city "illegal and, therefore, null and void," and deplored the transfer of diplomatic missions to Jerusalem by some states in violation of Security Council resolution 478 (1980). The cosponsors did not present a resolution on the Golan Heights.

In explanation of the U.S. votes, the U.S. Alternate Representative underscored the need to achieve "a just, lasting and comprehensive peace settlement in the Middle East." He stated the U.S. view that "the only realistic means of achieving a comprehensive settlement of the Middle East problem is through direct negotiations between the concerned parties."

He further stated that "under the cosponsorship of the United States and the Soviet Union, the parties to this conflict met in Madrid on October 30 and launched direct, bilateral negotiations." He noted that of the two resolutions, "neither even takes note of this important and unprecedented development," and while they address many of the matters under consideration in the peace process, they "fail to affirm the guiding principle of the Peace Conference: that it must be up to the governments and peoples of the region to shape the future of the Middle East."

Acknowledging that several particularly objectionable paragraphs were removed, the U.S. Alternate Representative explained the United States could not support 46/82 A because, "the language and tone remain unbalanced in its condemnation of one party to these negotiations." Lastly, 46/82 B failed to affirm "that the status of Jerusalem must be determined through negotiations among the parties concerned and as part of an overall peace settlement."

Question of Palestine

The three resolutions adopted under "Question of Palestine" as well as resolutions on the "International Peace Conference on the Middle East" and "The uprising (Intifadah) of the Palestin-

ian people" were virtually identical to those of previous UN General Assemblies.

The first, resolution 46/74 A, endorsed the efforts of the General Assembly's Committee on the Exercise of the Inalienable Rights of the Palestinian People, a body the United States has consistently opposed as serving only the partisan political aims of the PLO while ignoring or suppressing opposing points of view. The Assembly voted 121 to 2 (U.S.), with 28 abstentions. The second resolution, 46/74 B, concerned the UN Secretariat's Division for Palestinian Rights, another body opposed by the United States on grounds of bias toward the PLO. It was adopted 121 to 2 (U.S.), with 28 abstentions. The third resolution, 46/74 C, called on the Secretariat's Department of Public Information, in cooperation with the Committee on the Exercise of the Inalienable Rights of the Palestinian People, to continue its special information program on the Question of Palestine, with particular emphasis on public opinion in Europe and North America. It was adopted by a vote of 125 to 2 (U.S.), with 23 abstentions.

Resolution 46/75, "International Peace Conference on the Middle East," called for convening such a conference under UN auspices "with the participation of all parties to the conflict, including the Palestine Liberation Organization, on an equal footing, and the five Permanent Members of the Security Council." This conference would be based on Security Council resolutions 242 and 338, and "the legitimate national rights of the Palestinian people, primarily the right to self-determination." The resolution affirmed several principles required for the achievement of peace, including withdrawal of Israel from the territories occupied in 1967 and dismantling of Israeli settlements in these territories. It further noted the "desire and endeavors to place the Palestinian territory occupied since 1967, including Jerusalem, under the supervision of the United Nations for a limited period." The resolution did welcome the convening of the Madrid Peace Conference. Iran called for a separate vote on that paragraph, which was approved for inclusion in the resolution, 145 (U.S.) to 2, with no abstentions. Overall resolution was adopted by a vote of 104 to 2 (U.S.), with 43 abstentions.

Resolution 46/76, on the uprising (Intifadah) of the Palestinian people, condemned "those policies and practices of Israel, the occupying power, which violate the human rights of the Palestinian people," and strongly deplored Israel's continuing dis-

regard of relevant decisions of the Security Council. It further demanded Israel abide by provisions of the Geneva Convention relative to the Protection of Civilian Persons in Time of War and requested the Security Council examine with urgency the situation in the occupied territories regarding measures needed to provide international protection to the Palestinian civilians. The resolution was approved 142 to 2 (U.S.), with 5 abstentions.

In his statement to the Assembly, the U.S. Representative emphasized that the convening in Madrid of direct and bilateral negotiations under the cosponsorship of the United States and the Soviet Union was an "important and unprecedented development" to achieve a just, lasting and comprehensive Middle East peace settlement. He acknowledged the draft resolutions "take some note of the process that began in Madrid."

He explained, however, that resolution 46/74 was flawed in two important respects. First, it contained language that "seeks to determine in advance the outcome of those very issues which are now before the parties to the peace conference and which must be resolved through direct negotiation between them." Second, it considered convening an international peace conference on the Middle East, spelling out that a peace conference should be under UN auspices, with the participation of all parties to the conflict, including the PLO on "an equal footing." Moreover, the resolution failed "to affirm the guiding principle of this peace process—that it must be up to the governments and the peoples of the region to shape the future of the Middle East," and it ignored

... major events which have taken place and in which the parties to peace are all present—Arabs, Israelis, Palestinians, and even seems to be an effort at complication that could jeopardize the prospects for success of the current talks.

The United States opposed resolution 46/75, because it dictated a prescribed solution prior to the necessary direct negotiations between the parties.

The U.S. Representative stated that the plight of the Palestinian people is of the highest concern to the United States, but in resolution 46/76 the United States objected to a one-sided view of the difficult situation in the occupied territories, which neither helped alleviate conditions, nor made a practical contribution to resolving underlying problems.

Israeli Practices in the Occupied Territories

In November the Special Political Committee considered Israeli practices in the occupied territories. There were seven res-

olutions, all of which were adopted by the plenary on December 11. The United States voted against three of them and abstained on the other four.

Speaking in the Special Political Committee prior to the vote on these draft resolutions, the U.S. Representative reaffirmed that the United States had a strong interest in the human rights situation in the occupied territories and that it maintained an ongoing dialogue with the Government of Israel on the subject. She regretted, however, that the resolutions made "no practical contribution to safeguarding the human rights of the Palestinians in the occupied territories or to the search for a just and lasting peace in the region." She called on members of the Committee to desist from outmoded rhetoric and "adopt a more constructive approach concentrating on reconciliation and dialogue between the parties."

Resolution 46/47 A strongly condemned a long list of alleged Israeli practices in the occupied territories, e.g., "ill-treatment and torture of children and minors under detention." It was approved by a vote of 96 to 5 (U.S.), with 52 abstentions. In an explanation of vote in Committee, the U.S. Representative expressed strong U.S. objection to the resolution's sweeping condemnation of a long list of unsubstantiated allegations about Israeli practices. On another subject, she objected to the expense the Special Political Committee imposed on the UN budget, particularly when its financial resources were so scarce.

Resolution 46/47 B reaffirmed the applicability of the Fourth Geneva Convention to the occupied territories, condemned Israel's failure to acknowledge the convention as it applied, and demanded Israel accept and comply with its provisions. The vote was 153 to 1, with 3 abstentions (U.S.). The United States supported operative paragraph 1 reaffirming the Geneva Convention, but abstained, because the resolution's strident rhetoric did nothing to resolve the problems it sought to address.

Resolution 46/47 C deplored measures taken by Israel to change the legal status, geographical nature and demographic composition of the occupied territories, citing in particular the establishment of settlements. It was approved 153 to 1, with 3 abstentions (U.S.). The U.S. abstention reflected the U.S. view that debate over legalities of Israeli settlements "only diverts attention from the real task of promoting peace through direct negotiations." At the same time, the United States reaffirmed its opposition to further settlement activity in the territories as an obstacle to peace.

Resolution 46/47 D deplored Israel's arbitrary detention or imprisonment of Palestinians and called on Israel to "release all Palestinians and Arabs arbitrarily detained and imprisoned as a result of their resistance against occupation in order to attain self-determination." It was approved 153 to 2 (U.S.), with 2 abstentions. The U.S. Representative noted the consistent opposition of the United States to the practice of widespread administrative detention. Nevertheless, the United States voted against the text because it did not address legitimate security problems in the occupied territories.

Resolution 46/47 E focused on deportations. It strongly deplored Israel's continuing disregard for relevant UN decisions concerning applicability of the Fourth Geneva Convention, which prohibits deportations of protected persons from occupied territories. The resolution demanded Israel rescind deportation orders previously carried out, facilitate the return of those deported, and desist from future deportations. The resolution was approved by a vote of 153 to 1, with 3 abstentions (U.S.). The United States reaffirmed its position that Israel's deportation of Palestinian residents is inconsistent with provisions of the Fourth Geneva Convention, and that those deported should be permitted to return. Nevertheless, the United States abstained because the resolution's harsh polemical tone offered no realistic solution.

Resolution 46/47 F determined Israel's decision to extend its laws to the occupied Golan Heights "null and void and without international legal effect," and demanded Israel rescind the decision. The resolution also condemned Israel's persistence in "changing the physical character, demographic composition, institutional structure and legal status" of the Golan Heights. The vote was 152 to 1, with 4 abstentions (U.S.). Despite the U.S. position that the Golan is occupied Syrian territory and that the provisions of the Fourth Geneva Convention, therefore, apply to it, the United States abstained because the resolution contained harsh and unbalanced rhetoric. The United States reiterated its view that the Golan problem must be resolved through negotiations in accordance with Security Council resolutions 242 and 338.

Finally, resolution 46/47 G condemned Israeli policies and practices directed against students and faculty in the occupied territories, "especially the opening of fire on defenseless students, causing many casualties." It further condemned the "systematic Israeli campaign of repression against and closing of universities, schools and other educational institutions." The resolution was approved by a vote of 150 to 2 (U.S.), with 4

abstentions. The United States opposed this resolution because its sweeping condemnations of Israeli policies and practices were unjustified and counterproductive.

UN Relief and Works Agency for Palestine Refugees in the Near East

The Special Political Committee annually considers draft resolutions related to activities of the UN Relief and Works Agency for Palestine Refugees in the Near East (UNRWA). UNRWA is mandated by the General Assembly to provide education, health and relief services to Palestinian refugees in Lebanon, Jordan, Syria and the occupied territories of the West Bank and Gaza. The United States is the largest single contributor to UNRWA; our contributions since UNRWA's inception in 1949 exceed \$1 billion.

During Committee debate, 11 draft resolutions were submitted, similar to those of previous years. All were approved by Committee in November and referred to plenary where they were adopted in December. The United States supported four and voted against the other seven.

As in previous years, the United States sponsored resolution 46/46 A, on "Assistance to Palestine refugees," as a reaffirmation of our continued commitment to UNRWA and its vital humanitarian programs. The resolution, which urged governments to contribute generously, was adopted in plenary by a vote of 137 (U.S.) to 0, with 1 abstention.

Two draft resolutions—"Working group on the financing of the UN Relief and Works Agency for Palestine Refugees in the Near East," and "Assistance to persons displaced as a result of the June 1967 and subsequent hostilities"—were adopted by consensus as resolutions 46/46 B and 46/46 C, respectively. They also expressed general support for UNRWA's humanitarian efforts.

Resolution 46/46 D, "Offers by member states of grants and scholarships for higher education, including vocational training, for Palestine refugees," appealed to governments and organizations to contribute generously to educational institutions providing instruction to Palestinian refugees. It was adopted 147 (U.S.) to 0, with 1 abstention. The United States supported this measure that provided in a practical way to assist in meeting refugee higher education needs, but expressed reservation regarding operative paragraph 5 concerning a proposed Jerusalem university, "Al-Quds," which the United States did not support.

Resolution 46/46 E, "Palestine refugees in the Palestinian territory occupied by Israel since 1967," demanded Israel "desist from the removal and resettlement of Palestine refugees" and "destruction of their shelters." The resolution was adopted in plenary 143 to 2 (U.S.), with no abstentions. In opposing this resolution, the United States noted it referred to Palestinian refugees' "inalienable right of return," while making no reference to negotiations for a comprehensive and lasting peace among concerned parties, necessary to resolve the underlying issues. The United States indicated it opposed the destruction of dwellings in the occupied territories but would not object in principle to voluntary relocation of refugees who seek new and better housing.

Resolution 46/46 F proposing the "Resumption of the ration distribution to Palestine refugees" was adopted by a vote of 115 to 21 (U.S.), with 13 abstentions. The United States was opposed as in previous years, because the resolution attempted to usurp the authority of the UNRWA Commissioner General to decide how best to administer UNRWA programs. The United States respects the judgment of the Commissioner General that the real need for general ration distribution has ended, and that its continuation would adversely affect financing of other high-priority programs.

Resolution 46/46 G on the "Return of population and refugees displaced since 1967" reaffirmed "the inalienable right of all displaced inhabitants to return to their homes or former places of residence" in the occupied territories and strongly deplored Israel's refusal to take steps to permit such a return. It was adopted by a vote of 115 to 2 (U.S.), with 32 abstentions. The United States objected to the reference to an inalienable right of return without any reference to necessary direct negotiations among all parties concerned.

Resolution 46/46 H on "Revenues derived from Palestine refugees' properties" requested the Secretary General establish a fund for receipt of income, on behalf of displaced Arab owners, derived from their property and assets in Israel. The resolution passed by a vote of 114 to 2 (U.S.), with 33 abstentions. Again, the United States objected that it sought to prejudge the question of refugee compensation outside the context of necessary direct negotiations among all parties concerned.

Resolution 46/46 I concerned the "Protection of Palestine refugees." It urged the Secretary General and the Commissioner General of UNRWA "to continue their efforts in support of the upholding of the safety and security and the legal and human

rights" of Palestine refugees in the occupied territories. The resolution was adopted by a vote of 147 to 2 (U.S.), with 2 abstentions. In the U.S. view, this clearly exceeded UNRWA's mandate; Israel, as occupying power in the West Bank and Gaza, had the authority and responsibility to maintain security in those areas, as previously affirmed by UN Legal Counsel, and must carry out those obligations in strict accordance with provisions of the Geneva Convention of 1949.

Resolution 46/46 J called for establishment of the "University of Jerusalem 'Al-Quds' for Palestine Refugees." The vote in favor was 146 to 2 (U.S.), with 2 abstentions. While affirming strong support for practical efforts to promote higher educational opportunities for Palestinian refugees, the United States opposed this proposal that represented an unreasonable and unworkable approach to the problem, and because it was neither practical nor appropriate for the General Assembly to involve itself in decision making concerning the establishment of such an institution.

Resolution 46/46 K called for "Protection of Palestinian students and educational institutions and safeguarding of the security of the facilities of the UN Relief and Works Agency for Palestine Refugees in the Near East in the occupied Palestinian territory." It was adopted 151 to 2 (U.S.), with no abstentions. Despite U.S. concern over school closures and disruption of UNRWA's activities in the West Bank and Gaza, the United States objected to the unbalanced and harsh condemnation of Israel in the resolution.

In a statement to the Special Political Committee prior to consideration of the resolutions concerning UNRWA, the U.S. Adviser emphasized our strong support for UNRWA's humanitarian programs. He commended UNRWA for its response to emergency needs of refugees affected by violence in Lebanon and continuing unrest in the occupied territories. He expressed regret that, as in previous years, many of the resolutions submitted were "highly politicized, containing sweeping, unbalanced criticism of Israel's treatment of refugees or make proposals that the United States considers financially unsound." In the U.S. view, such resolutions "make no practical contribution to UNRWA's objectives and only serve to exacerbate tensions."

Cooperation with the League of Arab States

A resolution on cooperation between the United Nations and the League of Arab States was introduced in December. This

year as in the past, efforts to delete language inimical to U.S. policies were unsuccessful. Resolution 46/24 was adopted by a vote of 140 to 2 (U.S.), with no abstentions. Explaining the U.S. vote, the U.S. Representative stated the United States sought "to support the work of the Arab League and does support increased cooperation between the United Nations and the League of Arab States." He reaffirmed strong U.S. support for the work of the Arab League Tripartite High Committee in efforts to settle the conflict in Lebanon and acknowledged its positive role in the Gulf crisis. However, he said, the United States could not support the resolution, because it included language and references inconsistent with fundamental U.S. policies, including a request to the Secretary General to help implement General Assembly resolutions that the United States opposed as damaging to prospects for peace and security in the Middle East.

Repeal of the Zionism is Racism Determination

In 1991 the United Nations took a decisive step long sought by the United States and repealed the determination appearing in UN resolution 3379 (November 1975) that Zionism is a form of racism. The United States strongly opposed this resolution when it was adopted, by a vote of 72 to 35 (U.S.), with 32 abstentions. U.S. opposition was constant throughout the 16 years that followed. The United States stated consistently that the equation of Zionism with racism was wrong. The assertion challenged the right of Israel to exist and undermined the integrity and even-handedness of the United Nations as an international organization.

In 1987 Congress adopted a joint resolution calling on the United States to support efforts to rescind resolution 3379. In December 1989 Vice President Quayle made a public call for the repeal of the UN's Zionism is racism determination at Yeshiva University in New York City. He said,

... on behalf of the Government of the United States, I call on the Soviet Union, and other nations, to join us in cosponsoring a second resolution in the General Assembly . . . This resolution would state that Zionism is not, and never has been, a form of racism, and would have Zionism-is-racism declared null and void.

In June 1990 President Bush signed a further joint resolution of Congress "calling upon the United Nations to repeal General Assembly resolution 3379. In his statement, the President said, "It is long overdue that all of the member states of the United Nations join us in renouncing UN General Assembly resolution 3379."

On September 23 in his address to the 46th General Assembly, President Bush addressed this issue again. He said:

We should take seriously the Charter's pledge "to practice tolerance and live together in peace with one another as good neighbors." UN General Assembly resolution 3379, the so-called "Zionism is racism" resolution, mocks this pledge and the principles upon which the United Nations was founded. And I call now for its repeal.

On December 3 Department of State spokesperson Margaret Tutwiler announced that Secretary Baker had instructed the Department of State to press actively for nullification of the "Zionism is racism" determination. The Department immediately increased its efforts with UN member states to revoke the determination. On December 12 a draft resolution was tabled with 69 cosponsors. It stated "The General Assembly decides to revoke the determination contained in its resolution 3379 (XXX) of 10 November 1975."

By December 16 the draft resolution had gained 86 cosponsors. That day, U.S. Deputy Secretary of State Lawrence S. Eagleburger introduced it in plenary under item 92, "Elimination of racism and racial discrimination." In his statement, Eagleburger said that after a hopeful start the United Nations had seen confrontation instead of cooperation. He said that "ideological conflict eroded the UN's most precious asset—its claim to impartiality and moral honesty." Resolution 3379 was an example of this lack of moral purpose. He added, "We believe that with the world's and this body's passage into a new era, it is more than time to consign one of the last relics of the Cold War to the dustbin of history." His statement concluded:

The resolution we introduce today would send a different message to the people of Israel from the one this body sent in 1975. But fundamentally it is not Israel which needs this action; it is the United Nations which requires it. Its passage will vindicate the universal principles upon which the United Nations was founded, and redeem the hopes which all mankind vested in the United Nations in 1945.

A small number of states introduced a procedural motion to declare the repeal resolution "an important question," thus requiring a two-thirds majority. The procedural motion was defeated by a vote of 34 to 96 (U.S.), with 13 abstentions. The revocation resolution was adopted shortly thereafter by a vote of 111 (U.S.) to 25, with 13 abstentions and 15 absences.

The White House released a statement December 16 welcoming the vote earlier that day, which included the following:

The President is gratified that his call for repeal in his speech to the UN General Assembly in September has now received the overwhelming support of the international community. We commend those governments that cosponsored or supported this resolution

and we salute the United Nations. Today's vote has enhanced the UN's credibility and serves the interests of peace . . .

Afghanistan

On December 5 the General Assembly adopted resolution 46/23 by consensus. The resolution identified the preservation of Afghanistan's sovereignty, territorial integrity, political independence, and non-aligned and Islamic character as essential for a peaceful solution to its country's problems. The measure reaffirmed the right of the Afghan people to determine their own form of government and to choose their economic, political and social system free from outside intervention, subversion, coercion or constraint. Moreover, it called on all parties to work urgently for achievement of a comprehensive political solution, cessation of hostilities and creation of conditions enabling the return of Afghan refugees in safety and honor. The resolution emphasized early commencement of an intra-Afghan dialogue aimed at establishing a broad-based government through democratic procedures acceptable to the Afghan people.

General Assembly action followed presentation on October 17 of a report by the Secretary General reviewing his efforts to achieve a political settlement in Afghanistan. Foremost among the achievements was issuance by the Secretary General on May 21 of a statement outlining elements to serve as the basis for a comprehensive settlement. The United States, the Soviet Union, Pakistan, Iran and Saudi Arabia welcomed this initiative and publicly declared their support of language subsequently incorporated into resolution 46/23. The Secretary General's call on interested parties to end their supply of arms to all Afghan factions was given impetus by agreement between the United States and the Soviet Union on September 13 to discontinue delivery of all weapons to Afghanistan beginning January 1, 1992. The Secretary General undertook to press other governments to follow this example and halt activities facilitating the acquisition of arms.

Toward the end of 1991, the Secretary General's Special Representative in Afghanistan and Pakistan, Benon Sevan, intensified efforts to organize an Afghan gathering that—setting aside the question of personalities and their participation— would define the structure and powers of a transition mechanism. That mechanism, in turn, would have powers and authority to guarantee the unity, safety and security of the Afghan people; ensure the territorial integrity of Afghanistan; and oversee the organization and conduct of free and fair elections.

Cambodia

Cambodian credentials have been an issue in the General Assembly since the 1978 Vietnamese invasion established a regime of widely questioned legitimacy. From 1978 until 1990 Cambodia was represented at the United Nations by a coalition of Cambodian resistance groups. In 1990 Security Council resolution 668 welcomed establishment of a Supreme National Council as "the unique legitimate body and source of authority" in Cambodia and noted that the Supreme National Council would occupy Cambodia's seat at the United Nations. Prince Sihanouk led a delegation comprised of members of the Supreme National Council to the 46th General Assembly. His remarks to the body on September 25 were warmly received as evidence of tangible progress being achieved toward conclusion of a comprehensive political settlement.

A settlement promising an end to 13 years of civil war was signed in Paris on October 23 by the Cambodian factions and 17 countries involved in the peace process. The agreement followed 2 years of intense diplomatic efforts by the five Permanent Members of the Security Council, two cochairmen of the inconclusive 1989 Paris International Conference on Cambodia (France and Indonesia) and the United Nations. In a report to the General Assembly on November 7, the Secretary General outlined the intricate course of negotiations, highlighting the contribution of Under Secretary General Rafeeuiddin Ahmed in helping craft an agreement acceptable to all parties. As part of the settlement process, the Cambodian factions and interested international observers—including both the United Nations and the United States—met in Jakarta (June 4–6), Pattaya, Malaysia (June 24–26), Beijing (July 17–18), and Pattaya again (August 26–29). These meetings and a final round of consultations in New York, September 19–27, refined draft settlement documents subsequently signed in Paris. Changes to the original proposed agreement, while substantial, did not diminish the UN's central role in implementing the final settlement.

On October 16 the Security Council unanimously adopted resolution 717 establishing a UN Advance Mission in Cambodia (UNAMIC), tasked with helping the Cambodians maintain their informal ceasefire and prepare for deployment in early 1992 of a larger UN Transitional Authority in Cambodia (UNTAC). UNAMIC began deployment in Cambodia with the November 14 arrival in Phnom Penh of Prince Sihanouk and other members of the Cambodian Supreme National Council. A force of 268 personnel was fully in place by mid-December.

On October 31 the Security Council unanimously adopted resolution 718, which welcomed conclusion of the Paris Accords and authorized the Secretary General to designate a Special Representative to head UNTAC. The measure also requested the Secretary General prepare a report containing an implementation plan for UNTAC, together with a detailed estimate of its cost. The Security Council welcomed plans to dispatch promptly to Cambodia UN survey teams to compile information and prepare recommendations on various aspects of UNTAC's operation. Visiting Cambodia during the final months of 1991, team members returned to New York with a view to submitting to the Security Council as soon as possible in the new year recommendations that would form the basis for the formal establishment of UNTAC. Pending issues at year's end included designation of the Secretary General's Special Representative for Cambodia, defining clear lines of responsibility within the prospective new operation, expediting mine clearance and infrastructural improvements required for refugee repatriation and finding ways to fund the complex UNTAC operation.

The General Assembly adopted by consensus on November 20 resolution 46/18 welcoming the Paris Accords. It noted with appreciation the role of the Secretary General in helping fashion a settlement securing the sovereignty, independence, territorial integrity, neutrality and national unity of Cambodia. The measure supported efforts to establish a UN Transitional Authority in Cambodia with the aim of restoring peace and stability in that country. The General Assembly took special cognizance of provisions in the Paris Accords aimed at ensuring self-determination through free and fair elections, and called on all parties to ensure full respect for and observance of human rights.

Africa

South African Policies of Apartheid

The General Assembly adopted six apartheid-related resolutions on December 13. Resolution 46/79 A, entitled "International efforts toward the total eradication of apartheid and support for the establishment of a united, nonracial and democratic South Africa" and known informally as the "Omnibus" resolution, was adopted by consensus. Resolution 46/79 B, "Program of work of the Special Committee Against Apartheid," was adopted by a vote of 143 to 0, with 16 (U.S.) abstentions; resolution 46/79 C, "Military and other collaboration with South Africa," was adopted by a vote of 121 to 2 (U.S.), with 34 abstentions; resolution 46/79 D, "Relations between South Africa and Israel," was adopted by a vote of 93 to 31 (U.S.), with 30 absten-

tions; resolution 46/79 E, "Oil embargo against South Africa," was adopted by a vote of 127 to 3 (U.S.), with 28 abstentions; and resolution 46/79 F, "UN Trust Fund for South Africa," was adopted by consensus.

In the December 3 plenary debate on apartheid, the U.S. Representative stated that "this year's debate on South Africa comes at a time when there is more reason than ever for hope that a system of nonracial multiparty democracy will soon be in place." He noted encouraging developments in South Africa, as well as less positive developments, including the continuation of violence and listed the "huge challenges" that lay ahead to redress the "socioeconomic legacy of apartheid." His address also cited the consensus omnibus resolution on apartheid of the previous year, and noted the "constructive and unified approach" of the international community in approaching the issue of apartheid during consultations on the upcoming omnibus resolution.

Following adoption of the apartheid resolutions, the U.S. Representative commended the United Nations, and particularly the Special Committee Against Apartheid and the Center Against Apartheid, for the "highly positive role" exhibited in the earlier discussions on the text of the apartheid resolutions. Regarding the omnibus resolution, he noted that the United States was "pleased once again to be able to join consensus" and that the resolution was "a constructive one that should encourage the negotiation process about to get underway in South Africa." In explaining the U.S. abstention on resolution 46/79 B, "Program of work of the Special Committee Against Apartheid," the U.S. Representative explained that "we do not believe that it is necessary" as called for in the resolution "to enhance the mandate of the Special Committee at this time," notwithstanding its helpfulness. He went on to explain that "it would be inappropriate" for the Committee and the Center

. . . to be authorized to undertake activities to support the continuing political process in South Africa. The political process must be free to evolve in South Africa according to the negotiating process soon to begin.

Resolution 46/79 C, "Military and other collaboration with South Africa," deplored actions of those states which, directly or indirectly, continue to violate the mandatory arms embargo and "collaborate" with South Africa in the military, nuclear, intelligence and technology fields. Resolution 46/79 D, "Relations between South Africa and Israel," deplored the "collabo-

ration of Israel with the South African regime in the military and nuclear fields." Resolution 46/79 E, "Oil embargo against South Africa," called on all states, if they had not already done so, to adopt "effective measures prohibiting the supply and shipping of oil and petroleum products to South Africa." Finally, resolution 46/79 F, "UN Trust Fund for South Africa," supported

. . . continued and substantial humanitarian, legal and educational assistance by the international community in order to alleviate the plight of those prosecuted under discriminatory legislation in South Africa.

Western Sahara

Throughout 1991 the United States continued to support a peaceful settlement of the conflict in the Western Sahara acceptable to all parties under the auspices of the United Nations and the Organization of African Unity (OAU).

The Security Council agreed unanimously April 29 to resolution 690, which approved the April 19 report of the Secretary General calling for a UN mission to conduct a referendum to determine whether the Western Sahara should be independent or integrated with Morocco. The Secretary General's plan called for the UN Mission for the Referendum in Western Sahara (MINURSO) to be comprised of approximately 2900 military and civilian personnel to observe a ceasefire between Morocco and the Polisario, as well as to conduct the referendum.

By the end of 1991 MINURSO had not been formally deployed, although under UN auspices approximately 185 military personnel, including 30 Americans, had been assigned to the Western Sahara to observe the ceasefire that went into effect September 6. Formal deployment of MINURSO had been delayed until final agreement could be reached between the parties on guidelines for voter participation in the referendum. Outgoing Secretary General Perez de Cuellar addressed that issue in a report to the Security Council on December 19. On the last day of 1991, the Security Council unanimously passed resolution 725 that welcomed the Secretary General's report but asked that the incoming Secretary General, Boutros Boutros-Ghali, submit a further report on implementation of MINURSO as soon as possible but in any event within 2 months.

Resolution 46/67 on the "Question of Western Sahara" was adopted without a vote by the General Assembly on December 11. The resolution welcomed the adoption of Security Council resolution 690 and the September 6 ceasefire between the two

parties, expressed its full support for the efforts of the Secretary General, and called upon the two parties to continue to cooperate fully with him in the implementation of his plan.

Comorian Island of Mayotte

This question has been on the General Assembly's agenda since 1976. The dispute between France and the Federal Islamic Republic of the Comoros hinges on the status of the island of Mayotte. On October 16 the General Assembly adopted resolution 46/9, which reaffirmed the sovereignty of the Comoros over Mayotte and urged France to accelerate the process of negotiations with the Government of the Comoros with a view to ensuring the effective and prompt return of the island of Mayotte to the Comoros. The resolution also requested the Secretary General make available his good offices to the Organization of African Unity to search for a negotiated solution to the problem and report back to the 47th session of the General Assembly. The resolution was adopted 115 to 1, with 34 (U.S.) abstentions.

Angola

The United States supported negotiations between the Government of the People's Republic of Angola and the National Union for the Total Independence of Angola (UNITA) which led, under Portuguese mediation, to the May 31 signing in Lisbon of the Angola Peace Accords. These Accords provided for a UN-supervised ceasefire and established the framework for a political settlement of the Angolan conflict. In anticipation of the signing of the Accords, on May 30 the Security Council adopted, without a vote, resolution 696 establishing the UN Angola Verification Mission (UNAVEM II) to assist for a period of 17 months in the verification of ceasefire monitoring by the Angolan parties.

UNAVEM II replaced the original UN peacekeeping force established in 1988, UNAVEM, which had completed its mandate on July 1, after verifying the successful withdrawal of Cuban forces from Angola. In accordance with the report of the Secretary General of May 20 and its addendum of May 29, 350 military and 90 police personnel under UNAVEM II auspices were subsequently sent to Angola to monitor the two Angolan parties as they implemented the ceasefire. The mandate of UNAVEM II expires October 30, 1992.

At the end of 1991, UNAVEM II's mandate included only ceasefire monitoring, although there was an outstanding request of the Government of Angola for the United Nations also to provide limited assistance in monitoring national elections expected

in September 1992. The Security Council had not taken up this request at year's end, although outgoing Secretary General Perez de Cuellar had indicated to the Council his intention to send a UN team to Angola to prepare a preliminary report on UN electoral assistance and monitoring for subsequent Council consideration. A UN elections expert from the UN Department of Technical Cooperation for Development visited Angola December 13-24 for this purpose.

Cooperation with the Organization of African Unity

This year's General Assembly resolution calling for cooperation between the United Nations and the OAU was adopted by consensus as resolution 46/20. In an explanation of vote, the U.S. Representative noted that although the United States was pleased once again to join consensus, it believed that an important point had been overlooked in the resolution, notably that the General Assembly had not included any "recognition of the positive changes taking place in South Africa" and that the OAU had not seized "this moment to play a positive, active role in the historic efforts being made in South Africa to eradicate apartheid and bring into existence a democratic, nonracial government." The U.S. statement also noted that references in the resolution to acts of regional aggression and destabilization by the Government of South Africa were outdated and that, given the independence of Namibia, the peace accords in Angola and the ongoing negotiations in Mozambique, there was no reason to retain the "outmoded" references.

Western Hemisphere

Central America

UN efforts to achieve peace in Central America intensified in 1991. Although the Council played an important role, most UN actions during the year were carried out by the Secretary General and his Special Representative for Central America, Alvaro de Soto, pursuant to a good offices mandate provided by the Council. The Secretary General looked to Security Council resolution 637 as basic for his role. Underlying UN actions in support of peace in Central America was the Esquipulas (Guatemala) II Accord signed by the presidents of Costa Rica, El Salvador, Guatemala, Honduras and Nicaragua on August 7, 1987, which provided a framework for national reconciliation in establishing a stable and lasting peace in the region.

El Salvador. The Secretary General's role in the effort to end the civil war in El Salvador was formalized in a communique signed in Geneva on April 4, 1990, by the Secretary General and

representatives of the Government of El Salvador and the Farabundo Marti Liberation Movement (FMLN). The communique specified that the Secretary General, or his representative, would conduct two types of negotiations: direct dialog between the parties with the Secretary General's active participation and indirect talks with the Secretary General functioning as intermediary. Negotiations were to be conducted in strictest confidence.

Negotiations conducted by Special Representative Alvaro de Soto began shortly after the Geneva communique. In June 1990 the two parties signed in San Jose, Costa Rica, a political accord on human rights; at the time the accord was reached it was not clear whether it could be implemented in the absence of a ceasefire agreement. Implementation became a reality on May 20, 1991, when the Security Council adopted resolution 693 establishing the UN Observer Mission in El Salvador (ONUSAL) to verify compliance of the San Jose accord. The resolution also envisioned an expansion of ONUSAL's mandate, subject to Security Council approval, to take on other tasks, including a peacekeeping operation once a ceasefire agreement was reached.

ONUSAL/Human Rights began deployment in June. Its staff of 146 includes educators, lawyers, political specialists, police and military liaison officers. The mission was tasked with active surveillance of the human rights situation in El Salvador, promotion of human rights, formulation of recommendations for eliminating human rights violations and investigation of specific charges of violations.

The El Salvador negotiations culminated on December 31 when Representatives of the Government of El Salvador, led by President Alfredo Cristiani, and the FMLN reached preliminary agreement in New York on a political settlement to end the decade-long civil war. The agreement was the last important achievement of UN Secretary General Javier Perez de Cuellar, whose term of office ended as the accord was being signed.

ONUCA. The United States joined in the consensus adoption of two Security Council resolutions (Resolutions 691 of May 6; and 719 of November 6) extending the mandate of the UN Observer Group in Central America (ONUCA). Established in November 1989 (Resolution 644) in response to a request from five Central American Governments, ONUCA's original mandate was to monitor two aspects of the Esquipulas II agreement: the cessation of aid to irregular forces and insurgent movements, and the nonuse of territory to attack other states. Resolutions 650, 653 and 656 (all adopted in 1990) broadened the mandate and defined ONUCA's role, in conjunction with the joint UN-

OAS International Commission on Verification and Support (CIAV), in the voluntary demobilization of the Nicaraguan Resistance.

ONUCA's continuing efforts in 1991 to hinder the flow of materiel to insurgency movements had mixed results. Recognizing the need to transfer ONUCA's resources to ONUSAL as soon as a peace agreement in El Salvador was reached, the Council asked the Secretary General in resolution 719 to report on "any developments in the region that indicate that the present size of the Observer Group or its future should be reconsidered."

On December 17 the General Assembly adopted without a vote resolution 46/109, "The situation in Central America: Threats to international peace and security and peace initiatives." Cosponsored by the United States, the resolution was divided into two parts: "Procedures for the establishment of a firm and lasting peace in Central America"; and "Central America: Region of peace, freedom, democracy and development." Part A urged parties to the conflicts in El Salvador and Guatemala to continue negotiations and reaffirmed the Assembly's support for the Secretary General's mediation efforts. Part B called on the international community to assist Central America in the quest to consolidate democratic institutions and to achieve economic development.

Haiti

The United Nations, working closely with the Organization of American States, made a significant contribution to Haiti's first free and fair elections on December 16, 1990. Electoral assistance was carried out through the UN Observer Group in Haiti (ONUVEH) comprised of electoral observers and security monitors. A reduced ONUVEH contingent remained in Haiti until the inauguration of President Jean-Bertrand Aristide on February 7.

On May 23 the General Assembly took the unusual step of adding to the resolution on special emergency assistance to Haiti it had adopted on December 21, 1990 (Resolution 45/257). Part B of resolution 45/257 renewed the General Assembly's appeal for assistance to support the efforts of Haiti's newly inaugurated democratic government.

President Aristide was overthrown in a military coup on September 29. Nevertheless, he addressed the Security Council on October 3. The Security Council, not usually involved in issues not affecting international peace and security, took no formal action, although the Security Council President made a statement on behalf of the members of the Council condemning the

coup and calling for support for the OAS effort to resolve the crisis. The General Assembly, however, adopted by consensus resolution 46/7, which condemned the coup and called on UN member states to support OAS sanctions against the *de facto* government in Haiti. The United Nations continues to recognize President Aristide as the constitutional head of Haiti. The United States cosponsored resolution 46/7.

Cooperation with the Latin American Economic System

On October 28 the United States joined in consensus on a General Assembly resolution on cooperation between the United Nations and the Latin American Economic System (SELA). Resolution 46/12 urged the Economic Commission for Latin America and the Caribbean, the UN Development Program (UNDP) and other UN organs and specialized agencies to broaden and deepen their cooperation with SELA. The resolution also requests the Secretary General and the Permanent Secretary of SELA to assess implementation of the agreement on cooperation between the United Nations and SELA.

Caribbean Community

The General Assembly also adopted consensus resolution 46/8 on October 16 extending observer status to the Caribbean Community (CARICOM), an entity promoting economic cooperation and gradual integration of the English-speaking states in the Caribbean. CARICOM thus joined several other regional organizations that are UN observers.

Cyprus

The Secretary General, assisted by his Special Representative on Cyprus, Oscar Camilion, and by a member of his Secretariat staff in New York, Gustave Feissel, continued to pursue actively his good offices mission during 1991. The Secretary General visited Turkey in August, and his representatives traveled to Cyprus, Ankara and Athens on many occasions between January and September.

During the year, the United States became increasingly active in the search for a settlement. President Bush met in March with Turkish President Ozal and with Cypriot President Vassiliou in May. During his July visit to Greece and Turkey, President Bush made clear the U.S. interest in and support for UN negotiations regarding Cyprus, and joined the Secretary General in calling for a high-level meeting in September under UN auspices.

Unfortunately, Cypriot differences could not be overcome by September, and the October general elections in Turkey further interrupted negotiations, so that at year's end a draft framework agreement for a Cyprus settlement had not been completed. In an October report on his Mission of Good Offices to Cyprus, and later in a final report in December, the Secretary General underlined the areas in which significant advances had been made to bring the two Cypriot sides together and those where differences still remained. He urged that the momentum of the negotiation process not be lost and that the set of ideas upon which it was based be preserved. On October 11 the Security Council adopted resolution 716, cosponsored by the United States, commending the efforts of the Secretary General, endorsing his report, and supporting the resumption of his efforts to craft a draft framework agreement for a settlement and to convene a high-level international meeting in New York to conclude and sign the document.

The Council also met twice during the year to renew the mandate of the UN Peacekeeping Force in Cyprus (UNFICYP). On June 14 it unanimously adopted resolution 697, extending UNFICYP's mandate through December 15; on December 12 it again renewed the mandate under resolution 723 until June 15, 1992.

The issue of funding for UNFICYP continued to occupy the Security Council. In June it asked the Secretary General to consult on the question, taking into account reports on the subject by both the UN Secretariat Review Team (December 1990) and the Group of Friends of the President of the Security Council, issued May 31 in response to the Council's resolution 682 (1990). On October 15 the Secretary General, having examined a number of options for placing UNFICYP on more secure financial footing, reported his recommendations. He suggested, among other points, that UNFICYP be funded by assessed, rather than voluntary, contributions.

Despite arguments of the troop-contributors to UNFICYP, the Security Council "concluded that the necessary agreement did not currently exist in the Council for a decision to be adopted on a change in the financing of UNFICYP." However, the Council agreed to keep the matter under review, and the United States indicated its willingness to engage in a thorough reexamination of the Force's finances, mandate and composition.

The 46th General Assembly took no action on the agenda item "Question of Cyprus," carried over from previous years.

Yugoslavia

In June 1991 violence broke out in Yugoslavia following declarations of independence by the republics of Croatia and Slovenia. Mandated by the Conference on Security and Cooperation in Europe (CSCE), the EC strived to bring about a ceasefire and a political settlement to the crisis. The Hague Peace Conference on Yugoslavia, convened under an EC mandate and presided over by Lord Carrington of the United Kingdom, was tasked with ensuring a peaceful political settlement to the conflict. Lord Carrington met several times in 1991 with all parties to the conflict both in Yugoslavia and the Hague but was unable to obtain a settlement.

On September 25 the Security Council unanimously adopted resolution 713 which invited the Secretary General to offer his assistance, in consultation with the Government of Yugoslavia, to bring about an effective end to hostilities. The resolution also called for a negotiated settlement of the crisis under the auspices of the EC and asked the Secretary General to report on his findings to the Security Council, and it established a general and complete embargo on all deliveries of weapons and military equipment to Yugoslavia.

Pursuant to resolution 713, the Secretary General on October 8 named former U.S. Secretary of State Cyrus Vance as his Personal Envoy for Yugoslavia. Following a request for UN peacekeeping in Yugoslavia from both Serbs and Croats, the Security Council unanimously approved resolution 721 on November 27, which asked the Secretary General and his Personal Envoy to pursue their contacts in Yugoslavia as rapidly as possible, so that the Secretary General could present early recommendations to the Council, including on the possible establishment of a UN peacekeeping operation in Yugoslavia. Secretary Vance and UN Under Secretary Goulding visited Yugoslavia on several occasions in an attempt to achieve conditions necessary for Security Council approval of a UN peacekeeping force in Yugoslavia, primarily a durable ceasefire and agreement by all parties on the modalities of deployment.

In his report to the Security Council of December 11, the Secretary General indicated he could not recommend deployment of a peacekeeping force in Yugoslavia because of ceasefire violations and disagreements by the parties over the modalities of deployment. On December 15 the Security Council unanimously adopted resolution 724, which endorsed the views in this report that conditions for establishing a peacekeeping operation in Yugoslavia did not exist; endorsed the Secretary

General's offer to send to Yugoslavia a small group of personnel, including military personnel, to carry forward preparations for possible deployment of a peacekeeping operation; and established a committee of the Security Council to examine reports on the implementation of the arms embargo.

The United States has strongly supported EC efforts to bring about a negotiated settlement to the Yugoslav crisis. The United States views UN peacekeeping as a vital but interim arrangement that will create the conditions of peace and security required for the negotiation of an overall settlement in Yugoslavia.

Other Issues

Antarctica

In resolution 38/77 of 1983, the General Assembly asked the Secretary General to prepare a study on all aspects of Antarctica, taking into account the Antarctic Treaty system and all other relevant factors. The resulting report, submitted to the General Assembly in 1984, reviewed a range of activities related to Antarctica without making any major recommendations. General Assembly resolution 39/152 of 1984 expressed appreciation to the Secretary General for the study and placed Antarctica on the provisional agenda of the 40th session.

Consideration of Antarctica by the General Assembly at its 40th session led to a regrettable polarization of views on the issue, with a number of non-Antarctica Treaty members pressing for fundamental changes in the Antarctica Treaty system, and Treaty parties rejecting the alleged need for significant changes in the system. The parties made known at that time that they would suspend their cooperation with the United Nations on Antarctica matters until consensus could again be achieved. This course of action was continued through the 46th General Assembly session.

The unity of countries supporting this position was maintained at the 1991 session, although some Antarctica Treaty countries supported a resolution that called for the exclusion of South Africa from the Antarctica Treaty because of its policy of apartheid.

Two resolutions on Antarctica were adopted by the 46th General Assembly. The first, resolution 46/41 A, expressed the conviction that any comprehensive environmental convention for Antarctica must be negotiated with the "full participation of the

international community" (and not just of the Antarctic Treaty Parties themselves). It reiterated the call upon the Antarctic Treaty Consultative Parties to invite the Secretary General or his representative to their future meetings. It also called for a reduction in the number of scientific stations in Antarctica, while keeping the idea of a UN-sponsored station under review. The plenary adopted the resolution by a vote of 101 to 0, with 7 abstentions and 53 states (U.S.) not participating.

The second, resolution 46/41 B, called upon the consultative parties to exclude South Africa from their meetings because of its policy of apartheid. This resolution was adopted by a vote of 107 to 0, with 6 abstentions and 48 states (U.S.) not participating.

Prior to the adoption of resolution 46/41 A in the First Committee, Germany, speaking on behalf of the Antarctic Treaty Consultative and Non-Consultative Parties, focused on the accomplishments of the Treaty, calling it "a uniquely successful agreement." The parties described the importance of the newly negotiated Protocol on Environmental Protection to the Antarctic Treaty, which demonstrated the Treaty's ability to respond to new challenges. The parties, therefore, expressed disappointment that the protocol on environmental protection was misrepresented by the resolution; spoke of the farsighted provisions of the Treaty which guarantee that Antarctica will be used exclusively for peaceful purposes; and called for the accession of more states to the Treaty. The parties further noted that Treaty consultative parties have consulted and cooperated with other international organizations, including UN specialized agencies. Regarding the possibility of establishing a UN-sponsored station in Antarctica, for both economic and environmental reasons, they favored greater cooperative use of existing logistic facilities. It was suggested that the United Nations take advantage of the existing institutions and experience of the parties.

Outer Space

The General Assembly, on the recommendation of the Special Political Committee, adopted without vote an omnibus resolution entitled "International cooperation in the peaceful uses of outer space." Resolution 46/45 renewed the UN Committee on the Peaceful Uses of Outer Space (COPUOS) and set the agenda for the Committee and its subcommittees. In adopting the resolution, the General Assembly endorsed a recommendation that the 1992 meeting of Legal Subcommittee should aim at finalizing nonbinding principles on the use of nuclear power sources in outer space.

UN Committee on the Peaceful Uses of Outer Space

The 53-member UN Committee on the Peaceful Uses of Outer Space (COPUOS), its Scientific and Technical Subcommittee and its Legal Subcommittee all met during 1991.

The Scientific and Technical Subcommittee held its 28th session from February 19 to March 1. On February 26 the United States notified other delegations that it would be necessary to reopen the recommendations underlying Principle 3 on guidelines for safe use of nuclear power sources, stressing that the draft text required modification to assure technical accuracy.

The 30th session of the Legal Subcommittee met in March. Its agenda included the definition and delimitation of outer space and the utilization of geostationary orbits, draft principles relating to the safe use of nuclear power sources in outer space and the principle that space exploration should be carried out for the benefit of all countries. There was discussion of the proposal by the United States to reopen negotiations on Principle 3, with a majority of delegations opposed to the U.S. proposal.

Finally, COPUOS met for its 34th session from May 27 to June 7. Discussions focused on negotiations on nuclear power sources in space, space debris, the delineation and definition of outer space and the use of geostationary orbit. Many delegations expressed concern that negotiations on principles for use of nuclear power sources in outer space had stalled because of calls that had been agreed *ad referendum* to capitals in 1990. The principle in question, Principle 3, set out guidelines and criteria for safe use of nuclear power sources. The United States also opposed the addition of the issue of space debris to the agenda.

Law of the Sea

The Third UN Conference on Law of the Sea (LOS) began in 1973 and completed negotiations on a UN Convention on Law of the Sea in 1982. The United States has not signed the convention.

The annual UN General Assembly Law of the Sea resolution, adopted as resolution 46/78, departed from earlier resolutions that the United States had always voted against. For the first time, it acknowledged political and economic changes, particularly growing reliance on market principles, and underscored the need to reevaluate the seabed mining regime in light of issues of concern to some states. In recognition of this change in the resolution and the attitudes that it reflected, the United States abstained on resolution 46/78 rather than casting a negative vote; it was adopted 140 to 1, with 7 (U.S.) abstentions.

In a statement to the General Assembly, the United States dissociated itself from the resolution's support for activities of the Preparatory Commission regarding the entry into force of a seabed mining regime that the United States views as seriously flawed and its unqualified calls for early ratification of the convention. The statement noted, however, that the inability of the United States to vote for the resolution did not diminish the significance the United States attached to changing attitudes reflected in it, and it should not be seen as prejudging the U.S. assessment of informal consultations undertaken by the Secretary General.

Special Political Issues

Membership

The year 1991 marked the largest expansion of UN membership in 30 years. Seven new members—Republic of Korea, Democratic People's Republic of Korea, Federated States of Micronesia, Republic of the Marshall Islands, Republic of Estonia, Republic of Latvia and Republic of Lithuania—were all admitted to the United Nations on September 17. The United States sponsored their admission into the United Nations in the belief that their presence furthers the principle of universality of UN membership and increases the stature of the United Nations.

The Republic of Korea submitted its application for UN membership on July 2, followed by the Democratic People's Republic of Korea on July 19. On August 8 the Security Council unanimously adopted resolution 702 recommending UN membership for both states.

Two countries formerly part of the UN Trust Territory of the Pacific Islands (TTPI) administered by the United States, the Federated States of Micronesia and the Republic of the Marshall Islands, submitted applications for UN membership on July 17 and July 25, respectively. On August 9 the Security Council unanimously adopted resolutions 703 and 704, recommending UN membership for them.

Following the failed coup in the Soviet Union, the Republic of Lithuania submitted its application for UN membership on August 29, followed by the Republics of Estonia and Latvia on August 30. On September 12, the Security Council unanimously adopted resolutions 709, 710 and 711 recommending UN membership for Estonia, Latvia and Lithuania respectively. The Security Council President welcomed "this solemn decision of great symbolic and historic importance," noting that "it is now for the

General Assembly to ratify the judgment of the Council and enable you to rightfully regain your place within the community of nations." The United States wholeheartedly joined the Council President in his sentiments.

On September 17 the General Assembly unanimously adopted resolutions 46/1, 46/2, 46/3, 46/4, 46/5 and 46/6, cosponsored by the United States, which admitted all seven states to UN membership.

Following creation of the Commonwealth of Independent States (CIS), Russian President Yeltsin informed the UN Secretariat on December 24 that Russia would continue the membership of the U.S.S.R. "in the United Nations, including the Security Council, and in all other organs and organizations of the UN system." On December 25 President Bush announced the United States would support Russia's assumption of the former U.S.S.R.'s seat.

Israeli Credentials

Israel's credentials were not challenged at the 46th UN General Assembly.

Question of Peacekeeping

The General Assembly established the Special Committee on Peacekeeping Operations (Peacekeeping Committee) in 1965 to address financial difficulties resulting from unpaid peacekeeping assessments and to examine all aspects of future peacekeeping operations. Since then, the Peacekeeping Committee has been responsible for carrying out an annual comprehensive review of peacekeeping operations. Its membership numbers 34, including the United States.

The Peacekeeping Committee met on five occasions between April 19 and May 30. Its report, dated June 18, observed that members of the Committee noted with satisfaction the growing number of UN peacekeeping operations and cited their proliferation as evidence of the UN's increased ability to contribute to international peace and security. There was agreement on the importance of adequate funding for UN peacekeeping activities, particularly during critical early stages. Key recommendations of the group included increased use of civilian personnel in peacekeeping operations, renewed emphasis on national and regional training programs, and continued need to identify resources member states would be willing to contribute, in principle, to UN peacekeeping operations. The Committee also

urged the Secretary General to investigate the feasibility of restructuring the Secretariat to better support the planning, mobilization and implementation of new peacekeeping operations.

In October the General Assembly's Special Political Committee considered the question of peacekeeping. In his remarks, the U.S. Representative underscored the importance of member states offering the greatest possible level of support for peacekeeping. He said that ways of encouraging, channeling and maximizing the efficiency and effectiveness of that support was the primary purpose of the Peacekeeping Committee. The recommendations of the Special Peacekeeping Committee were subsequently adopted without significant change and referred to the General Assembly which incorporated them into resolution 46/48, adopted without a vote on December 9.

Strengthening the Role of the United Nations

The Special Committee on the Charter of the United Nations and on the Strengthening of the Role of the Organization (Charter Committee) held its 16th session February 4-22. The 47-member Committee, established by the UN General Assembly in 1975, has convened annually since 1976. It considers a wide variety of proposals under three general headings: maintenance of peace and security (MPS), peaceful settlement of disputes (PSD) and rationalization of UN procedures.

Under MPS, the Committee concluded its work on a proposed "Declaration on Fact-Finding by the United Nations in the Field of the Maintenance of International Peace and Security." The declaration was submitted to the General Assembly where it was adopted on December 9, without a vote. (Resolution 46/59.) The U.S. Representative to the Sixth Committee stated that "the United States regards the declaration as a contribution to the institution-building that the times call for. It is, consequently, a worthwhile contribution to the Decade on International Law."

Under PSD, the Committee applauded the completion of the "Handbook on Peaceful Settlement of Disputes." Special recognition was given to the French Delegation for initiating the project and to the Codification Division of the UN Legal Office for its work on the project. The Committee requested the handbook be published and widely disseminated.

Resolution 46/58, "Report of the Special Committee on the Charter of the United Nations and on the Strengthening of the Role of the Organization," was adopted without a vote on December 9. The resolution took note of the report of the Charter

Committee and established priorities for the Charter Committee's work in 1992, namely, to consider a proposal on the enhancement of cooperation between the United Nations and regional organizations under MPS and to consider a proposal on UN rules for conciliation of disputes under PSD.

Questions Relating to Information

The UN Committee on Information (COI) is a standing committee of the General Assembly mandated to oversee UN public information activities, including those of the UN Department of Public Information (DPI), and to coordinate information activities of UN specialized agencies. Each year it adopts a set of recommendations on information issues to submit to the Special Political Committee (SPC), which adopts the recommendation in its original or amended form as a resolution.

Using the 1990 consensus resolution as a working paper, the COI reached consensus on a resolution that was nonpolemical and primarily concerned with the management of the DPI. It asked the DPI to report further on UN Information Center (UNIC) operations, update publication of the Yearbook, assure flexibility to respond to crisis situations, and continue *ad hoc* consultations with the COI Bureau. The document also called for upgrading UNICs in Tehran, Dar es Salaam, Dhaka and Bujumbura, and establishing a new center in Sanaa. The 1991 session was businesslike and a welcome step away from the ideological battles of the past.

The consensus achieved at the COI meeting was maintained at the SPC session on October 23–29. At this session, there were several feeble references to the New World Information and Communications Order (NWICO), but the only controversy developed between the COI Bureau and the DPI over how to fund the upgrading of centers and the new center in Sanaa. In an extremely rare move, the Program Budget Implication (PBI) document submitted by the DPI, which outlined how the new and upgraded centers would be financed, was rejected by the SPC. The DPI was instructed to fund the upgrades and new center with savings from other areas of the budget. When the DPI announced they could find no such savings, the COI bureau provided a list of suggestions.

In the General Assembly, resolution 46/73 was adopted by consensus and called for no additional resources or use of contingency funds.

A seminal event in 1991 regarding information was the "Windhoek Seminar on Promoting an Independent and Pluralis-

tic African Press." This seminar for African journalists, sponsored by the DPI and UNESCO, was held in Windhoek, Namibia, from April 29 to May 3. In a complete about face from NWICO, "The Windhoek Declaration" of May 3 states: "Consistent with article 19 of the Universal Declaration of Human Rights, the establishment, maintenance and fostering of an independent, pluralistic and free press is essential to the development and maintenance of democracy in a nation, and for economic development."

The Windhoek Declaration, and its call for a free, independent and pluralistic press, rather than NWICO, defined the terms of debate at the UNESCO General Conference in November. In its resolution on "Promotion of press freedom in the world," (26 C/Resolution 4.3), the General Conference noted the Windhoek Declaration, invited the Director General to commemorate the anniversary of the Declaration and called upon the UN General Assembly to declare May 3 "International Press Freedom Day."

Appointment of the Secretary General

Secretary General Perez de Cuellar's term was scheduled to expire on December 31, necessitating the appointment of a successor. Earlier in the year, he had announced publicly that he would not seek a third term. Under Article 97 of the UN Charter, the Secretary General is appointed by the General Assembly on the recommendation of the Security Council. Security Council members agreed in an informal session on August 27 that discussion of procedures for electing a new Secretary General would begin on September 16.

Long before the balloting, some African states asserted that since Africa was the only major region that had not provided a Secretary General, it was now Africa's turn. The United States took the position that the candidates should be chosen on the basis of qualifications, not on regional rotation of the post.

After informal consultation, a formal Council vote was taken on November 21. Boutros Boutros-Ghali of Egypt won Council approval and was recommended unanimously to the General Assembly, which appointed him on December 3 in resolution 46/21, adopted without a vote, to a 5-year term beginning January 1, 1992.

Part 2



Disarmament and Arms Control

The UN Charter provides that the "General Assembly may consider the general principles of cooperation in the maintenance of international peace and security, including the principles governing disarmament and the regulation of armaments." From its early years, great-power disagreement hampered UN efforts to promote arms control and disarmament. The end of the Cold War and elimination of the East-West ideological divide influenced UN consideration of these issues in 1991, leading to heightened consensus. However, disagreements continued to exist among UN member states as to the proper role of the United Nations in arms control and disarmament, which issues it should address and the extent to which it should address issues of arms control activities.

Disarmament Commission

The Disarmament Commission (UNDC) provides a subsidiary forum for deliberation on disarmament issues as mandated by the General Assembly, when the Assembly is not in session. It considers and makes recommendations on various problems in the field of disarmament and follows up the relevant decisions and recommendations of the 10th special session (1978) devoted to disarmament. In 1990 UNDC adopted a reform package (the annex to UN General Assembly resolution 44/19 C) aimed at improving its functioning. The subsequent 1991 session, held April 22 to May 13, was the first fully guided by these reforms. As in past years, UNDC adhered to the practice of consensus throughout the session.

In accordance with the reform package, UNDC considered only four agenda items in 1991: objective information on military matters; nuclear disarmament in the framework of international peace and security, with the objective of the elimination of nuclear weapons; regional approach to disarmament within the context of global security; and the role of science and technology in international security, disarmament and other related fields. However, only the working group reporting on science and technology was able to agree on a consensus report. Chairmen of

the other working groups each submitted papers on their own responsibility that were not binding on their groups.

Much of the 1991 session was devoted to defining the terms of debate on the four items. Lack of substantive agreement on any issue was a matter of concern to many delegations and caused two traditionally strong UNDC supporters, Canada and Australia, to record statements raising questions about the worth of the meetings.

Objective Information on Military Matters (OIMM). Discussion in this working group was organized around four items: objectives, principles, scope and mechanics. In 13 meetings, no consensus was reached on these areas. The chairman had hoped agreement would be fashioned to guide discussion for establishing OIMM guidelines in next year's session, the last in which OIMM can remain on the agenda. Though there is broad agreement that OIMM should not diminish national security, considerable difference remains on the scope of OIMM.

Process of Nuclear Disarmament in the Framework of International Peace and Security, with the Objective of the Elimination of Nuclear Weapons. Customary rhetoric was muted in this session, apparently because of recent bilateral progress by the United States and the U.S.S.R. on nuclear issues, but profound differences remained during the 11 meetings. Despite considerable progress on the nuclear disarmament front between the United States and the U.S.S.R., many countries passed over these accomplishments and pressed for a Comprehensive Test Ban (CTB) and stressed the dangers of nuclear war. The United States outlined recent accomplishments and once again highlighted the importance of nuclear deterrence in preventing war. An attempt by several countries to reshape the agenda for next year to focus on areas of possible agreement was unsuccessful.

Regional Approach to Disarmament Within the Context of Global Security. The working group on this item decided on five specific items for discussion: relationship between regional disarmament and global security and arms limitation and disarmament; principles and guidelines; ways and means; machineries and modalities; and the role of the United Nations. However, in 11 well attended meetings, major disagreement centered on whether global or regional disarmament should be the highest priority, with some major non-aligned nations strongly insisting on the former. The United States argued for regional arms control tailored to individual regions in lieu of unworkable universal solutions.

The Role of Science and Technology in the Context of International Security, Disarmament and Other Related Fields. Working group meetings emphasized "brainstorming" to provide the foundation for work on the issues to be discussed in the coming 2 years. In 11 meetings, 4 sub-topics were discussed: scientific and technological developments and their impact on international security; science and technology for disarmament; the role of science and technology in related fields; and the transfer of high technology with military applications. Although the chairman was able to win consensus for a procedural report, key delegations expressed widely divergent views on how science and technology pursued for security purposes should be viewed. The debate indicated that agreement on substance may continue to be elusive.

Conference on Disarmament

The Conference on Disarmament (CD) is a forum for the consideration of and, as appropriate, negotiation on, multilateral arms control and disarmament issues. It has 39 members—all 5 nuclear-weapon states and 34 other states. The CD is an autonomous body with its own rules of procedures, and it works by consensus. The Conference reports annually on its activities to the General Assembly, and resolutions adopted by the Assembly frequently request the Conference to consider specific disarmament matters.

The CD was in session January 22–March 28, May 14–June 27 and July 23–September 4. During this period, the CD held 29 formal plenary meetings and 18 informal meetings. Those issues receiving the most attention were: nuclear test ban, chemical weapons, new weapons of mass destruction and radiological weapons, outer space arms control, nuclear disarmament, prevention of nuclear war (including all related matters), negative security assurances and a comprehensive program of disarmament. Five *ad hoc* committees were reestablished on negative security assurances, radiological weapons, chemical weapons, arms control in outer space and nuclear test ban. During 1991 the United States proposed, and other members agreed, to attempt to accelerate discussions on chemical weapons.

Ad Hoc Committees

Negative Security Assurances. This *Ad Hoc* Committee was reestablished "to continue to negotiate with a view to reaching agreement on effective international arrangements to assure non-nuclear weapon states against the use or threat of use of

nuclear weapons." It held 11 formal and 4 informal meetings. The Committee reaffirmed that "non-nuclear weapon states should be effectively assured by the nuclear weapon states against the use or threat of use of nuclear weapons pending effective measures of nuclear disarmament." However, "differing perceptions of security interests of nuclear-weapon states and non-nuclear weapon states continued to persist, and the complex nature of the issue involved continued to prevent agreement on a 'common formula.'"

The five nuclear-weapon states have offered unilateral assurances to the non-nuclear weapon states; the U.S. assurance, first offered in 1978, stands as a reliable statement of U.S. policy.

Chemical Weapons. The 1991 session of the CD opened with the rapid approval of a mandate and chairman for the Chemical Weapons *Ad Hoc* Committee. The mandate directed the *Ad Hoc* Committee to continue the full and complete process of negotiations with a view to completing the convention as soon as possible. In early February the CD approved a new "rolling text," which formed the basis for its continued work. In May President Bush announced an initiative to move negotiations forward with a goal of completing the treaty by mid-1992. Among the initiatives announced was a U.S. call for continuous session to resolve major issues by the end of the year.

Several critical issues remain. These include challenge inspection, verification of the chemical industry, composition and responsibilities of the Executive Council, cost of the convention and location of the Secretariat.

Informal CW bilateral discussions with the former Soviet Union continued during the year. These discussions are the result of the Memorandum of Understanding (MOU) on chemical weapons signed in September 1989.

Comprehensive Program of Disarmament. The United States has participated in efforts to negotiate a Comprehensive Program of Disarmament (CPD) with a view to developing general guidelines for disarmament initiatives. CPD proponents, however, have attempted to develop a comprehensive disarmament agenda complete with prescribed measures and deadlines, an initiative the United States has not endorsed.

In its 1989 report to the UN General Assembly, the CD stated that the *Ad Hoc* Committee should "resume work with a view to resolving the outstanding issues in the future when circumstances are more conducive to making progress in this regard," i.e., when there is more agreement on work to be accomplished.

At the 584th plenary meeting on February 21, the CD President appointed a Special Coordinator charged with seeking consensus on an appropriate organizational arrangement for this agenda item. Consultations were inconclusive, however, and the time was not propitious for reestablishing an *ad hoc* committee under current circumstances. The United States believes that progress toward a CPD at this time is improbable.

Outer Space Arms Control. The *Ad Hoc* Committee on Prevention of an Arms Race in Outer Space was reestablished with a non-negotiating mandate in 1991. Seventeen substantive meetings were held, and the CD invited several states not members of the Conference to participate.

Activities in the Committee during 1991 tended to reflect a modest change in emphasis, moving away from specific legal propositions for outer space negotiations in favor of confidence-building measures. The U.S. members took an active part in discussions belying G-21 accusations that the West wished to hinder the work of the Committee.

Nuclear Test Ban. This *Ad Hoc* Committee met 17 times and thoroughly aired the views of all groups. G-21 countries again stressed their support for an immediate Nuclear Test Ban (NTB) and for giving the Committee a negotiating mandate. Generally backed by the Western Group, the United States maintained that a NTB was a long range goal, but that for the time being the most useful work on the issue could be done under a non-negotiating mandate. The United States noted that since nuclear weapons played a critical part in its security arrangements, it needed a means to test such weapons for safety and reliability in order to maintain their credibility. The United States noted that outside the framework of an NTB, the START and INF treaties represented advances in reducing the nuclear threat. The Committee agreed that its substantive work should continue and recommended its reestablishment in 1992.

In addition to the work of the *ad hoc* committees, the conference addressed a number of other issues.

Prevention of Nuclear War, Including All Related Matters. Following the procedure initiated in 1990, the Conference decided in its 582nd meeting, February 14, that informal meetings on the substance of this agenda item would be duly reflected in the annual report of the Conference to the General Assembly. In seven meetings, the Western Group continued to emphasize the need to prevent all wars, not just nuclear wars. It pointed to major strides made in bilateral negotiations, welcom-

ing the START Treaty and progress made in the CSCE, including the signature of the Treaty on Conventional Armed Forces in Europe.

Cessation of Nuclear Arms Race and Nuclear Disarmament. Eight informal meetings were devoted to this subject and, as with the issue above, reported in the Conference's annual report. In contrast to previous years, the Group of 21 and others did not insist on establishing an *ad hoc* committee for these issues, although making clear their continued preference for such a committee. The United States emphasized the importance it attached to this agenda item, despite its preference for informal discussion. The Western Group underlined the importance of the Non-Proliferation Treaty for international security and stability. The United States pointed to real progress made in bilateral negotiations. This was further emphasized when the U.S. NST and Defense and Space Negotiator and his Soviet counterpart made well received presentations shortly before the signing of the START Treaty.

Membership. In 1983 the Conference accepted in principle a limited expansion in membership, not to exceed four states. During the 1991 session, Presidents of the Conference conducted continuing consultations with members, in accordance with established practice, on selection of additional members. The Conference reaffirmed its decision that membership might be increased by not more than four states, and that candidates should be nominated—two by the Group of 21, one by the Group of East European and other States and one by the Western Group—so as to maintain a balance in the Conference.

First Committee

The General Assembly adopted during its 1991 session a total of 39 resolutions and 3 decisions based on the reports of the First Committee and related to disarmament. One draft resolution and one draft decision were withdrawn. In addition, a related resolution was adopted by the General Assembly without reference to the First Committee. The numbers marked the fourth straight year of declining output for the Committee as delegations choose to submit resolutions every other year instead of annually, or drop them entirely. No draft items were defeated. Twenty-four items, or slightly more than half, were adopted by consensus. The First Committee continued to conduct proceedings in a less contentious atmosphere than was the case in the past, reflecting an overall improvement in the international climate on arms control.

Resolutions adopted by the Committee addressed the full range of arms control and disarmament issues, including nuclear weapons and nuclear testing issues, chemical and other weapons of mass destruction, arms transfers, regional arms control and studies relating to these subjects.

General Disarmament Issues

Resolution 46/36 B, entitled "Charting potential uses of resources allocated to military activities for civilian endeavors to protect the environment," noted the completion of the Secretary General's report on the subject and was adopted by consensus.

Following the adoption by consensus of resolution 46/27 on "Education and information for disarmament," the United States explained that:

. . . had this resolution been put to a vote, the United States would have abstained in view of our reservations regarding several of its paragraphs. . . . Nevertheless, given the overall spirit and motivation in which the cosponsors put forward this resolution, the United States decided to join consensus on [resolution 46/27].

The United States introduced, with the cosponsorship of 36 nations, resolution 46/26, "Compliance with arms limitations and disarmament agreements." Adopted by consensus, the resolution urged all parties "to implement and comply with the entirety of the spirit and provisions of such agreements," and welcomed the role that the United Nations has played "in restoring the integrity of certain arms limitation and disarmament agreements and in the removal of threats to the peace."

Resolution 46/25, "Transparency of military expenditures," called all states to participate in the standardized UN reporting system on military expenditures and encouraged the UN Disarmament Commission to complete its work on objective information on military matters in 1992. It was adopted by consensus.

For nearly 10 years leading up to 1989, an *ad hoc* committee of the CD in Geneva negotiated on a Comprehensive Program of Disarmament (CPD). In 1989 the CD decided, by consensus, not to reestablish the committee until circumstances were more conducive to progress. In 1991 a resolution was again tabled in the First Committee asking the Conference on Disarmament to reestablish the *ad hoc* committee, despite the CD's decision not to do so. The 1991 version of the resolution engendered more opposition than that of the previous year, but was still adopted in plenary 123 to 6 (U.S.), with 32 abstentions. (Resolution 46/38 B.)

An annual resolution on the "World Disarmament Campaign" was essentially identical to 1990's consensus text, and the

United States was again able to support its adoption by consensus. (Resolution 46/37 A.)

Regional Disarmament. Resolution 46/36 F on "Regional disarmament, including confidence-building measures," was adopted without a vote. The United States cosponsored resolution 46/36 I on regional disarmament, subsequently adopted by vote of 154 (U.S.) to 0, with 4 abstentions. Decision 46/412 invited member states to convey to the Secretary General their views on "Conventional disarmament on a regional scale," and was adopted by consensus.

Confidence-Building Measures. Resolution 46/36 F (above) on regional disarmament employed the concept of confidence-building measures, which also formed the basis for several other resolutions. Resolution 45/58 I on "Confidence and security building measures and conventional disarmament in Europe" was also adopted in 1990 by consensus and welcomed the determination of the parties to the Treaty on Conventional Forces in Europe (CFE) to implement its provisions, the determination of member states of the CSCE to implement provisions of the Vienna document on Confidence and Security-Building Measures (CSBM), as well as the decision of those states to continue negotiations in these fields.

A resolution on "Regional confidence-building measures" supported and encouraged efforts aimed at "promoting confidence-building measures at the regional and subregional levels in order to ease regional tensions and to further disarmament and non-proliferation measures" and suggested the establishment under UN auspices of a standing advisory committee on security questions in Central Africa. It (Resolution 46/37 B) passed by consensus. After the vote, the United States explained:

While we support the concept of regional confidence-building measures, we are obliged to consider the financial implications . . . The United States is opposed and will strongly object to any initiative in the future to seek funding of the (standing advisory) committee from the UN regular budget.

Nuclear/Mass Destruction Weapons

Radiological Weapons. Two resolutions dealing with radiological weapons were introduced in 1991. The first, resolution 46/36 E, on the CD negotiations on the prohibition of the development, production, stockpiling and use of radiological weapons was adopted by consensus. The second, on the "Prohibition of the dumping of radioactive wastes," was also adopted by con-

sensus, as resolution 46/36 K. After the vote, the United States explained:

We agree that radioactive waste could be one source of radioactive material that has the potential to be used in radiological weapons, and that this is the only aspect appropriate to address in [disarmament fora]. . . . In our view, radioactive waste dumping cannot be regulated by arms control measures [.] These are environmental and public safety issues which are already addressed in other fora.

Bilateral Nuclear Arms Negotiations. General Assembly resolutions dealing with the U.S.-Soviet negotiations on nuclear-arms reductions generally have welcomed the conclusion of previous negotiations and urged the two participants to undertake further efforts in this field. The United States preferred a single, nonpolemical resolution adopted by consensus, which encouraged bilateral negotiations. It could not accept, however, any resolution that introduced extraneous issues or which attempted to instruct the United States and the Soviet Union on how to conduct negotiations, what to negotiate, or when to finish.

Efforts to negotiate a single text nearly succeeded in 1991, but it proved impossible to remove the last obstacle, a characterization of the existence of nuclear arsenals as "threatening" to world peace. Resolution 46/36 J was, consequently, adopted 130 to 0, with 26 (U.S.) abstentions. In its explanation of vote, the United States said:

We are aware that improvements have been made in the resolution in the course of negotiation during the past few weeks. We thank the large number of governments that have expressed appreciation and support for the steps we have taken to reduce nuclear arsenals. But we cannot join consensus on a resolution that goes back to the stale rhetoric of a past era, that condemns equally all nuclear-weapons states as threats to the rest of the world, and that distorts U.S.-Soviet statements to promote further steps that the United States cannot accept.

Non-Use of Nuclear Weapons. Only one resolution was adopted in this category in 1991. (Resolution 46/37 D.) Entitled, "Convention on the prohibition of use of nuclear weapons," it criticized nuclear deterrence, claimed "use of nuclear weapons would be a violation of the Charter of the United Nations," and called upon the CD to commence negotiations on an international convention prohibiting use or threat of use of nuclear weapons under any circumstances. The United States opposed the resolution on several grounds: the UN Charter provides no basis for such a declaration and neither prohibits the use of force in self-defense nor outlaws nuclear weapons for defense or deterrence. The resolution was adopted 122 to 16 (U.S.) with 22 abstentions.

Nuclear Freeze. Resolution 46/37 C calling for a freeze on nuclear weapons was adopted by a vote of 119 to 18 (U.S.), with 23 abstentions.

Nuclear Non-Proliferation Treaty: Extension Conference. Decision 46/413 took note of the intent of the parties to the Nuclear Non-Proliferation Treaty (NPT) to form a preparatory committee in 1993 for the 1995 conference, at which the decision to extend the NPT will be taken. It was adopted without a vote.

Chemical and Biological Weapons. Continuing concern of the international community over the use of chemical and biological weapons and their proliferation was reflected in the three resolutions adopted. Resolution 46/35 C, "Chemical and bacteriological (biological) weapons," on the Chemical Weapons Convention (CWC) negotiations underway at the CD in Geneva, was cosponsored by the United States and adopted by consensus. It commended "the Conference's decision to intensify the [CWC] negotiations . . . with the view to striving to achieve a final agreement on the convention in 1992."

The United States also cosponsored a resolution condemning "vigorously all actions that violate or threaten to violate" the 1925 Geneva Protocol on the Prohibition of Use in War of Asphyxiating, Poisonous or Other Gases, and calling on all states to "observe strictly the principles and objectives of the 1925 Geneva Protocol." Resolution 46/35 B, "Chemical and bacteriological (biological) weapons: measures to uphold the authority of the 1925 Geneva Protocol," was adopted by consensus.

Finally, the United States cosponsored resolution 46/35 A, adopted by consensus, on implementation of the Biological Weapons Convention. The resolution also welcomed with satisfaction the results of the third review conference of the parties to the convention, held in September.

Comprehensive Test Ban. Only one draft resolution on a comprehensive nuclear test ban was introduced in 1991. Entitled "Comprehensive nuclear test ban treaty," it urged the Geneva CD to reestablish its *Ad Hoc* Committee on a Nuclear Test Ban with an appropriate mandate. It also urged nuclear weapon states to agree promptly to appropriate verifiable and militarily significant interim measures, with a view to concluding a comprehensive nuclear test ban treaty. Resolution 46/29 was adopted 147 to 2 (U.S.), with 4 abstentions.

Resolution 46/28 addressed the Limited Test Ban Treaty Amendment Conference, held in January with a view toward

amending the Limited Test Ban Treaty to convert it into a comprehensive test ban. It supported, *inter alia*, ongoing consultations of the president of the LTBT Amendment Conference. The resolution was adopted by a vote of 110 to 2 (U.S.), with 35 abstentions.

The United States made an explanation of vote on both test ban-related resolutions together as follows:

The United States policy on nuclear testing is well known. . . . The United States recognizes that [resolution 46/29] contains some improvements as compared to previous resolutions on this issue. Regrettably, however, none of these improvements affects the basic thrust of the resolution, which remains contrary to U.S. policy. To cite just one example, the resolution urges an early and unconditional discontinuance of all nuclear tests, a step that the United States sees as a long-term objective to be viewed in the context of certain essential conditions.

Under the circumstances, the United States could not but vote against this resolution.

As regards [resolution 46/28], the United States finds it contrary not only to its policy on nuclear testing but also to our position on the LTBT Amendment Conference. . . . As stated at the end of the Conference, the United States considers the Amendment Conference terminated. We will not participate in or recognize any further action concerning that Conference that other parties may pursue on their own. The United States regards the Limited Test Ban Treaty as a highly valuable arms control instrument the integrity of which must not be placed at risk.

Fissionable Material for Weapons Purposes. Resolution 46/36 D on the "Prohibition of the production of fissionable material for weapons purposes" was significantly altered in comparison to the 1990 text, by requesting the Geneva CD to unconditionally take up the issue. After adoption of the resolution by a vote of 152 to 2 (U.S.), with 3 abstentions, the United States explained:

The United States does not accept the basic premise of this resolution. Nevertheless, since it was initially introduced, the United States has abstained rather than oppose the resolution. It has done so in particular because the resolution has not called for immediate action on this issue. Regrettably, however, the resolution before us today differs in this respect from its predecessors. The United States does not believe it is productive for the Conference on Disarmament to engage in active consideration of this issue at the current stage of the arms control process[.]

Inhumane Weapons. A procedural resolution on the "Convention on prohibitions or restrictions on the use of certain conventional weapons which may be deemed to be excessively injurious or to have indiscriminate effects" (Resolution 46/40)

urged states not yet parties to become parties. It was adopted by consensus.

Negative Security Assurances. Non-nuclear-weapon states have long sought guarantees from the nuclear-weapon states that, in exchange for their renunciation of nuclear arms, the nuclear-weapon states would not use or threaten to use nuclear weapons against them. These guarantees have been referred to as "negative security assurances." At the first special session on disarmament in 1978, each of the five nuclear-weapon states, in an effort to meet the concerns of the non-nuclear-weapon states, issued a unilateral statement offering a negative security assurance.

Since 1980, an *ad hoc* committee within the Conference on Disarmament has addressed the question of negative security assurances. Among points at issue are the desires of some non-nuclear-weapon states that the five declared nuclear-weapon states agree to a common NSA text, which would have the status of international law. The *ad hoc* committee has not been able to come to agreement on this and a number of other points. The United States has indicated willingness to discuss a universal negative security assurance which would both safeguard the security requirements of each of the nuclear-weapon states and their respective allies and meet the desires of all non-nuclear-weapon states.

In 1991 resolution 46/32, "Conclusion of effective international arrangements to assure non-nuclear-weapon states against the use or threat of use of nuclear weapons," was adopted by a vote of 152 to 0, with 2 (U.S.) abstentions. It appealed to nuclear-weapon states to demonstrate the political will and flexibility necessary to reach agreement on a common approach to negative security assurances. The United States believed the feasibility of reaching effective international arrangements depends on the strategic interests and the inherent practicality of the matter in question, as well as on the political will of states.

Israeli Nuclear Armament. Resolution 46/39, "Israeli nuclear armament," was similar to the 1990 version in singling out Israel for refusal to renounce possession of nuclear weapons or place nuclear facilities under IAEA safeguards. The resolution accused Israel of collaborating with South Africa to develop nuclear weapons and delivery systems and condemned Israel's refusal to renounce any possession of nuclear weapons. Despite attempts by its sponsors to tone down objectionable language, the resolution continued to lose support compared to the year

before. It was adopted in plenary by a vote of 76 to 3 (U.S.), with 75 abstentions.

Nuclear-Weapon-Free Zones. The concept of nuclear-weapon-free zones (NWFZs) dates back to the 1950s. The United States supports the NWFZ concept as a non-proliferation measure when such a zone would effectively promote regional stability and global security, but opposes zones which would erode nuclear deterrence or existing security arrangements.

The Treaty of Tlatelolco is the most important NWFZ agreement to date. It entered into force in 1968 and, coupled with its two protocols, provides for a nuclear-weapon-free zone in Latin America and the Caribbean. In 1991 the General Assembly adopted by consensus procedural decision 46/411 noting the report of the First Committee concerning signature and ratification of Protocol I. Protocol I is open to adherence by non-regional states which administer territory within the area of the treaty's application and provides that such states will not store or deploy nuclear weapons within those territories. The United States has ratified the Treaty and Protocol I.

Since 1961 resolutions have been introduced in the First Committee endorsing a call by the Organization of African Unity (OAU) for the designation of Africa as a nuclear-weapon-free zone and condemning South Africa for allegedly impeding this objective. During the 46th session in 1991, the two traditional African resolutions on an African nuclear-weapon-free zone were introduced.

Resolution 46/34 B, "Implementation of the Declaration," referred to the 1964 OAU Declaration in which African states declared their intention not to manufacture or acquire control of atomic weapons. The 1991 text was improved over that of prior years, and took note of South Africa's accession to the Nuclear Non-Proliferation Treaty (NPT) while again calling upon all states to consider Africa as a nuclear-weapon-free zone. It was adopted by consensus.

As originally tabled, resolution 46/34 A, "Nuclear capability of South Africa," was a great improvement over that of 1990, as its sponsors had dropped years of harsh rhetoric. Unfortunately, they, subsequently, accepted an amendment restoring preambular language on alleged Israeli-South African military cooperation and operative language casting suspicion on South African willingness to comply with its recent commitments under the NPT and to the IAEA. Votes were held on both paragraphs, with the preambular paragraph being adopted by a vote of 90 to 31

(U.S.), with 31 abstentions, and the operative paragraph passing by a vote of 97 to 29 (U.S.), with 27 abstentions. Despite retention of the objectionable paragraphs, the removal of much of the rhetoric enabled the United States to move away from its former opposition, and the resolution as a whole was adopted by a vote of 108 to 1, with 47 (U.S.) abstentions.

Australia, on behalf of the United States and others, gave an explanation of vote on what led to the reconsideration of our approach to the issue of South Africa's nuclear capability:

We are conscious of the long and troubled history that goes with this resolution. Indeed it was because of this history that all of us were prepared to overlook the hyperbole and grudging nature of some of the paragraphs to vote in favor of the resolution as it appeared in earlier versions. . . . In this regard, it is only fair to say that since joining the Non-Proliferation Treaty South Africa has acted in an exemplary fashion. It has concluded promptly a safeguards agreement with the IAEA, which came into force upon signature We see it ironic therefore that the amendments now contained in [resolution 46/34 B] have been put forward by countries which themselves have not concluded their own safeguards agreements under the NPT and that they, rather than South Africa, are not complying with their treaty obligations. . . . Factors we consider extraneous to the issue have been belatedly introduced into the draft resolution, for instance, the oblique references to Israel. Regrettably, we will therefore abstain on this resolution.

Resolution 46/30 on "Establishment of a nuclear-weapon-free zone in the region of the Middle East" urged "all parties directly concerned to consider seriously" taking steps necessary to establish a Middle East nuclear-weapon-free zone.

It also requested the Secretary General to consult with the states of the region and other concerned states to explore ways and means of establishing the zone. The resolution was adopted by consensus.

The traditional resolution, "Establishment of a nuclear-weapon-free zone in South Asia" (Resolution 46/31), dates back to 1974. The text in 1991 was similar to those of previous years, and was adopted in plenary by a vote of 121 (U.S.) to 3, with 26 abstentions. The United States offered a brief explanation of vote regarding nuclear-free zones and this resolution:

First, we trust that all states in the region will take particular note of operative paragraph two, which urges them to refrain from actions contrary to the objectives of this resolution. Second, our delegation also wishes to note that the reference in preambular paragraph three to the establishment of nuclear-weapon-free zones in other regions of the world does not constitute a blanket endorsement by the United States of such zones on a universal basis.

Other Disarmament Issues

Disarmament and Development. The question of a relationship between disarmament and development was first considered in depth in 1978, and has been the subject of General Assembly resolutions in recent years. In 1986 the United States announced it did not accept the premise that there is a causal relationship between disarmament in the developed world and development in the developing world. The United States has not participated in General Assembly consideration of this issue since then, stating it did not consider itself bound by Assembly resolutions relating to it.

In 1991 resolution 46/36 C, entitled "Relationship between disarmament and development," was adopted without a vote. The United States made a statement before its adoption, explaining it would not

... participate in whatever action the First Committee takes on (this resolution). . . . The United States believes that disarmament and development are two distinct issues that cannot be considered as organically linked.

Institutional Issues. A number of First Committee actions in 1991 involved the adoption of reports of other bodies or the Secretary General. "Report of the Conference on Disarmament," resolution 46/38 C, continued to be controversial. Although the Geneva CD reached consensus on the final report it submitted to the General Assembly (via the First Committee), members of the CD took advantage of the resolution adopting that report to insert issues on which the CD did not agree. The resolution was adopted in plenary 131 to 8 (U.S.), with 23 abstentions. By contrast, resolution 46/38 A on the report of the UN Disarmament Commission (UNDC), which also provided instructions for its continued operation, was adopted by consensus.

Resolution 46/37 F, adopted by a vote of 160 to 1 (U.S.), with 1 abstention, encouraged the activity of the three UN Regional Centers for Peace and Disarmament. In an unfortunate step backwards, its language again contained financial implications for the United Nations—a request that the regional disarmament center in Kathmandu be funded through the regular UN budget. The vote on the paragraph requesting that funding was 137 to 2 (U.S.), with 22 abstentions. The United States explained its position:

We voted "no" on [this resolution] because it provided for funding of administrative costs from the UN regular budget The U.S. view is that the centers should continue to be funded from voluntary contributions, as provided for at the time the centers were established.

Subsequently, a Japanese philanthropic foundation provided the necessary funds to the center in Kathmandu.

A resolution little changed from previous years on the "UN disarmament fellowship, training and advisory services program," resolution 46/37 E, was adopted by consensus.

Indian Ocean Zone of Peace. General Assembly resolution 2832 (1971) contained a Declaration of the Indian Ocean as a "zone of peace" (IOZP) and called for the great powers to remove naval forces and facilities from the Indian Ocean. The United States has consistently opposed this call as incompatible with international law guaranteeing, *inter alia*, freedom of navigation and the right of collective self-defense.

Subsequent annual resolutions endorsed the 1971 declaration and established an *Ad Hoc* Committee on the Indian Ocean to consider its implementation. Due to the failure of the *Ad Hoc* Committee to make any progress toward finding a basis for the establishment of the Zone satisfactory to both regional states and nonregional maritime users of the Indian Ocean, most Western participants, including the United States, withdrew from the *Ad Hoc* Committee in 1990. In 1991, resolution 46/49, "Implementation of the Declaration of the Indian Ocean as a Zone of Peace," was adopted by 127 to 4 (U.S.), with 30 abstentions.

South Atlantic Zone of Peace. Resolution 46/19 was somewhat improved over versions adopted in previous years, but not enough to change the U.S. vote opposing it, for reasons stated in an explanation of vote:

In the first instance, the United States does not support attempts to institute an internationally recognized zone of peace by General Assembly resolution. We believe that such zones of peace can only be established through multilateral negotiations among the relevant parties.

Our second concern refers to freedom of navigation. While the United States appreciates the positive references the sponsors have made to address our concerns on this matter, we note that they are only in the preambular portion of the resolution. However, given the territorial claims of some states in the region, we believe that this resolution insufficiently protects the right of innocent passage through territorial waters as established by customary international law and the law of the sea negotiations.

The resolution was adopted by the plenary, without having been referred to the First Committee, by a vote of 141 to 1 (U.S.), with 0 abstentions.

International Arms Transfers. Three resolutions relating to the international transfer of arms and related technology were adopted in 1991, reflecting the growing interest in this issue.

Resolution 46/36 H, adopted by consensus, called upon states to "give high priority to eradicating the illicit trade in all kinds of weapons and military equipment." Resolution 46/38 D, entitled "The transfer of high technology with military applications," was also adopted by consensus. It called upon the UN Disarmament Commission to continue consideration of this issue at its 1992 session, with a view to concluding work in 1993.

Resolution 46/36 L established a UN register of conventional arms transfers, an initiative launched in the spring of 1991 by British Prime Minister Major and Japanese Prime Minister Kaifu and supported strongly by President Bush. The United States cosponsored the resolution, which was adopted 150 (U.S.) to 0, with 2 abstentions. The register was to be established January 1, 1992, with further refinements to be made prior to September 1992 by a UN experts panel. Additionally, the Geneva CD was requested to look into ways by which the register could be expanded.

Outer Space. Resolution 46/33 asked the Geneva CD to "intensify its consideration of an arms race in outer space," including establishment of an *ad hoc* committee "with an adequate mandate . . . with a view to undertaking negotiations for the conclusion of an agreement . . . to prevent an arms race in outer space." The United States explained that it:

. . . has not identified issues appropriate for outer space arms control negotiations in any forum other than those issues under consideration in the bilateral nuclear and space talks between the United States and the Soviet Union.

Environmental Modification Conference. Responding to the extensive environmental damage intentionally caused by Iraq as it withdrew from Kuwait, the General Assembly adopted by consensus resolution 46/36 A, "Review Conference of the parties to the Convention on the Prohibition of Military or Other Hostile Use of Environmental Modification Techniques." The resolution noted the intent of the parties to hold a second review conference of the convention in September 1992.

Part 3



Economic and Development Affairs

Introduction

Chapter II of the UN Charter established the General Assembly and the Economic and Social Council (ECOSOC) as the principal organs of the United Nations responsible for the issues covered in this and the next three sections. ECOSOC is vested by the Assembly with responsibility for discharging certain functions in the economic and social fields, including the promotion of higher living standards, full employment and development; solutions to international economic, social, health and related problems; international cultural and educational cooperation; and a universal respect for and observance of human rights and fundamental freedoms.

ECOSOC consists of its plenary body; five regional economic commissions; several functional commissions; and a varying number of subcommissions, working groups and expert groups. The regional economic commissions and many of the other bodies are covered in this section.

In 1991 ECOSOC held its organizational session on February 5–8 in New York. Its first regular session was held May 13–31 and was resumed June 17–28; the second regular session was held July 3–26.

The year 1991 was the last in which ECOSOC would hold two sessions a year. The resumed 45th General Assembly in May adopted resolution 45/264 which calls for one substantive session annually, between May and July, to alternate between New York and Geneva. The substantive segment is to include a 4-day high-level segment open to all member states and with ministerial participation, and a 1-day policy dialogue on the world economy and economic cooperation, in which heads of international trade and financial organizations are to participate.

ECOSOC's limited membership (54 countries), however, has led developing countries to prefer the General Assembly and its subsidiary bodies, where they enjoy maximum voting strength, for substantive discussion and action on international economic

development issues. As a result, the General Assembly has created entities for substantive discussion and action on international economic development issues, for example, the UN Conference on Trade and Development (UNCTAD).

The General Assembly and its subsidiary bodies constitute the major fora for what traditionally has been called the North/South dialogue between developed and developing countries. The North/South distinction, however, tends to mask significant differences within each group and the growing tendency for countries in these groups to move away from a single united approach and to define their interests instead in more independent, pragmatic ways. It also overlooks the high degree of economic interdependence which exists between developed and developing countries, and among developing countries themselves.

The General Assembly's Second Committee is responsible primarily for economic affairs, and the Third Committee for cultural, humanitarian and social affairs. The Second and Third Committees receive some of their issues directly, but most are passed to them by ECOSOC. Elements of the UN system primarily concerned with the issues in this section usually report to the General Assembly through ECOSOC; the latter is authorized only to comment on reports from other bodies before conveying them to the General Assembly.

In 1991 some of the major issues before the Second Committee were the external debt crisis and development, driftnet fishing, the 1992 Conference on Environment and Development (UNCED), "The New Agenda for Africa for the 1990s," "Consequences of the Gulf War," entrepreneurship, economic coercion and the impact of East-West events on developing nations.

A major forum for dialogue in 1991 was the special 2-day session of ECOSOC devoted to high-level discussions. This year, these discussions featured the Gulf War, events in Eastern Europe and the South Commission Report.

Second Committee

The Second Committee adopted by consensus a U.S.-drafted resolution on driftnet fishing banning this practice effective December 31, 1992. For the first time ever, the U.S. entrepreneurship initiative realized a consensus resolution. The resolution embodied aspirations of many developing countries and Eastern European economies in transition, and directed the UN system to promote entrepreneurship and private sector development within its appropriate programs.

The United States was able again this year to join consensus in adopting a resolution initiated by the Group of 77 (G-77) on the external debt crisis and development. This year's debt resolution addressed a major U.S. concern to emphasize the need for structural reform and improved domestic economic policies, and to respect the independent mandate of multilateral financial institutions.

In the area of operational activities for development, deliberations examined the interrelationship among the various UN development agencies. A G-77 draft resolution, calling for an increase in donor resources to fund development activities and giving prominence to the concept of immediate national execution of UN-funded development activities, was considerably toned down before consensus was reached. The United States and other donor countries intervened to balance the resolution by reducing excessive calls for more resources, and by seeking more measured progress to national execution depending on a country's capacity to assume control of UN-funded development projects. G-77 states also accepted compromise language on the integrated programming of UN system development assistance, which they had strongly opposed previously. Last-minute changes in the national execution section of this draft resolution were required, however, before adoption by the General Assembly.

Economic and Development Issues

High Seas Large-Scale Driftnet Fishing

Responding to the strong national and international sentiment against large-scale driftnets used on the high seas, the United States in 1989 introduced UN General Assembly resolution 44/225 to underscore our concern that driftnet fishing posed a serious threat to the marine environment and that its continued practice was unacceptable.

After an assessment in June by the international community of the weight of the scientific evidence about profound environmental problems posed by this fishing method, the United States took the lead in pressing for General Assembly adoption of a resolution banning large-scale driftnet fishing on the high seas. This effort resulted in adoption of resolution 46/215 on December 20. Among other things, the resolution called upon nations to begin reduction of large-scale high-seas driftnet fishing on January 1, 1992; to continue to reduce fishing areas to achieve a 50 percent reduction by June 30, 1992; and implement

a global moratorium on large-scale driftnet fishing by December 31, 1992.

The resolution was adopted by consensus, following delicate and sensitive negotiations.

Entrepreneurship

This U.S. initiative drew its success from the recent dynamic changes taking place around the world in favor of free markets and private sector development. In 1990 General Assembly resolution 45/188 was the first articulation of the aspirations of many developing countries and economies in transition (notably Eastern European) toward economic liberalization, and it promoted principles of free enterprise, entrepreneurial development, and the necessary economic, legal, and financial enabling environments. The Cuban Delegation was alone in voting no, spoiling consensus. In 1991 General Assembly resolution 46/166 built upon the momentum, supporting various UN system programs promoting entrepreneurship, especially those of a technical assistance nature. More significantly, it broke with a long-held developing world and UN system bias favoring the public sector and ignoring the private sector by essentially concluding that the UN system's terms of reference on development must take into account the private sector as an engine for growth for the development of the world economy. The result is that the UN system's entire development agenda involve the private sector locally in its programs. Cuba joined in the consensus text.

International Debt Problems of Developing Countries

On December 18, for the second time, the United States was able to join in consensus on a General Assembly resolution on the international debt crisis and development. (Resolution 46/148.) Achieving consensus on this resolution reflected the evolving nature of international debt strategy and the willingness of debtor countries to acknowledge the need for market-oriented reforms and sound fiscal and monetary policies. Resolution 46/148 again addressed the U.S. concern of emphasizing the need for structural reform and other economic policies conducive to growth in developing countries.

Prior to its adoption, the United States stated that debt problems are only one aspect of the economic dilemma faced by many developing countries, which must undertake market-oriented and other economic reforms if they wish to resume economic growth. The U.S. Delegation also stressed that the United States could not support initiatives aimed at forgiveness of debt

owed to multilateral financial institutions, and that UN agencies should not interfere with the independent mandates of those organizations.

Least Developed Countries

The Second UN Conference on the Least Developed Countries, held in Paris in September 1990, adopted a "Program of Action for the 1990s" to address special problems. The Program of Action adopted at the 1990 Paris Conference was finely balanced between often conflicting views of how the problems of the least developed countries should be addressed. The U.S. Delegation joined consensus in adopting the new Program of Action.

On December 19 the United States joined the consensus in adoption of UN General Assembly resolution 46/156, stressing the need for successful implementation of the Program of Action and the need for the United Nations to review its implementation.

The Critical Economic Situation in Africa

In May 1986 the General Assembly, at the request of the African Group, convened in New York the 13th special session of the General Assembly on "The Critical Economic Situation in Africa." The special session issued a declaration in which the African states affirmed their commitment to economic reform and the international community gave a political commitment to support their efforts. Declaration language on major financial and assistance issues closely paralleled stated U.S. policy. The special session also adopted resolution S-13/2 by consensus, which contained the UN Program of Action for African Economic Recovery and Development (UNPAAERD) 1986-1990.

In 1990 the General Assembly established an *Ad Hoc* Committee of the Whole to prepare the final review and appraisal of the implementation of the UN Program of Action for African Economic Recovery. This Committee, which met in September, agreed upon a successor program entitled the *New Agenda for Africa*, a new blueprint for sustained and sustainable growth and development in Africa beyond 1991. The UN General Assembly plenary adopted the New Agenda by consensus. (Resolution 46/151.)

In joining the consensus, the United States supported consideration of special measures to help the poorest countries, given the severity of their situation, but stipulated that such a program should recognize each country's responsibility for its own development, the need for economic and political reforms, and the

need for domestic resources to be mobilized alongside international ones. The United States also reemphasized that independent mandates of the multilateral financial institutions should not be tampered with in any declarations on measures to resolve the debt crisis.

International Assistance for the Economic Rehabilitation of Angola

The General Assembly agreed on November 13 to include on its agenda an item on international assistance for Angola's economic rehabilitation. The draft resolution, submitted by a group of G-77 countries, expressed concern for the serious economic situation in Angola resulting from drought conditions. It also noted the progress of the Angolan Government in signing peace accords paving the way for economic and social rehabilitation. The resolution expressed gratitude for assistance already rendered by the international community, and requested it to increase material, technical and financial assistance to Angola. Resolution 46/142 on this issue was adopted without a vote by the General Assembly on December 17.

The United States was able to join consensus after references to reparations for past acts of destabilization by South Africa were excluded from the resolution, and after including acknowledgment of all parties' efforts to effect national reconciliation from the conflict in Angola.

Regional Economic Commissions

Economic Commission for Europe

The Economic Commission for Europe (ECE), established in 1947 and located in Geneva, has 40 members—the 37 European members plus Canada, the United States and Israel. Other UN member countries take part, in a consultative capacity, when matters of particular concern to them are considered. Composed largely of developed countries, the ECE focuses on problems confronting modern industrialized societies.

The ECE's terms of reference are broad. The Conference on Security and Cooperation in Europe (CSCE) has specifically accorded the ECE a number of responsibilities for multilateral activity in economics, transportation, science, technology and the environment, and its role as a forum for implementing CSCE "Basket II" provisions relating to energy, trade, air pollution and transport has been reaffirmed. Areas of particular interest to the United States are the Commission's work in the five priority

areas of trade facilitation, environment, statistics, economic analysis and transport.

The ECE carries out its activities primarily through 10 principal subsidiary bodies and 4 working parties. Principal subsidiary bodies include the five U.S. priority sectors plus committees on housing, agriculture, timber, energy and the Senior Advisors on Science and Technology. The four working parties comprise chemicals, steel, engineering and automation, and standardization. Additional subjects of interest to the Commission are dealt with by *ad hoc* groups.

The Commission held its 46th session April 9–17 in Geneva against the backdrop of sweeping historic changes in the ECE region. Developments in Eastern Europe and the Soviet Union made it possible to pursue significant reform of Commission activities through creation of a special working group responsible for making recommendations on reform. The Commission was also charged with carrying out the mandate for structural reform of subsidiary bodies as agreed to in the 1990 reform package. The United States strongly supported this reform package, which was based on zero real budgetary growth and provided rules for redeployment of resources from nonpriority to priority sectors.

Other resolutions adopted at the 46th session approved a work program for 1992–1993 and applauded the restructuring decision as a turning point in the future work of the Commission. The latter resolution charged the Commission with fully and expeditiously implementing all provisions of the decision and reminded each body of its obligation to rank-order its work program. The session applauded the adoption of the convention on Environmental Impact Assessment by 26 countries and charged the Commission with adopting still other solutions to environmental and water problems. It urged additional resources for speedy implementation of the UN Rules for Electronic Data Interchange for Administration, Commerce and Transport (UN/EDIFACT) so that its use may become generalized by 1993. Each body was asked to support accelerated integration of the economies in transition into the global economy through its work program, especially by holding workshops and seminars on transition problems.

A major development at the 46th session was the U.S.-led effort to gain membership for Israel in the ECE. For many years, Israel was the only UN member without membership in a regional economic commission. In view of Israel's close economic ties to the region and its prior participation as an

observer, ECE members recommended to ECOSOC that the ECE terms of reference be changed, paving the way for Israeli membership at the summer ECOSOC.

Economic and Social Commission for Asia and the Pacific

The United States is one of the original 10 members of the Economic and Social Commission for Asia and the Pacific (ESCAP), established in 1947. There are now 44 members and 10 associate members, representing an area from Mongolia south to New Zealand, and from Iran east to the island nations in the Pacific. ESCAP headquarters are in Bangkok, although some subsidiary bodies and other activities are located in other Asian cities.

ESCAP's primary functions are to identify problems of social and economic development, provide a forum for discussion on development issues, provide technical assistance and advisory services, and help members attract outside assistance. ESCAP itself does not provide capital resources, but helps to attract funds for regional and subregional institutions which, in turn, supply development assistance for specific projects.

The ESCAP Commission meets annually. ESCAP is funded primarily by the UN regular budget, but it also receives funding from other UN agencies, most notably UNDP, to which the United States is a major contributor. The United States has from time to time participated in individual ESCAP programs of special interest by providing extra-budgetary contributions.

ESCAP is just completing a major institutional reform. Traditional committees will be disbanded, and in their place three thematic committees with over-arching responsibilities will be established: for regional economic cooperation, for poverty alleviation and economic growth, and for the environment and economic development.

The 47th Commission session was held in Seoul in April. The Commission adopted 13 resolutions dealing with international trade, integration of environment and development, remote sensing, and the Seoul Declaration on Regional Cooperation. Members reviewed a wide range of programs designed to promote economic and social development including agriculture and rural development, energy, the environment, human resource development, human settlements, industrial and technological development, international trade and development finance, natural resources, population, transport and communication, and women in development. Besides charting a new work program, ESCAP members devoted considerable attention

to institutional changes, as part of the UN-wide examination of organizations. Another important issue that received close attention was a major study undertaken by the Secretariat on industrial restructuring in Asia.

Economic Commission for Latin America and the Caribbean

The Economic Commission for Latin America and the Caribbean (ECLAC) has 41 members, including the United States, and 6 associate members, including Puerto Rico and the U.S. Virgin Islands. Its headquarters is in Santiago, Chile.

ECLAC holds its plenary conference biennially, most recently in Caracas May 3–11, 1990. Statements at this meeting revealed a remarkable degree of consensus among member countries on the need for market-based domestic economic reforms. The next session will be held in April 1992 in Santiago.

Economic Commission for Africa

The Economic Commission for Africa (ECA) was established in 1958 as a regional organization to promote economic development in Africa. Full membership is limited to independent African countries, of which 51 are currently members. While not a member, the United States maintains liaison with ECA headquarters in Addis Ababa, and attends some of its meetings as an observer.

The ECA is charged with promoting the economic and social development of Africa; strengthening economic relations among African countries and territories; undertaking studies on economic development; collecting, evaluating and disseminating economic and technical information; and helping to formulate policies promoting economic development. ECA also provides advisory services to its members in various economic and social fields.

The 26th session of the Commission and the 17th meeting of the Conference of Ministers met in Addis Ababa on May 9–13. The Conference adopted 21 resolutions, including the topics of UN Population Fund technical support; acceleration of economic integration; the Industrial, Transport and Communications Decades in Africa; African participation in the UNCED Conference; women in development; and drought and desertification.

The central issues discussed at the Conference were Africa's economic and social performance in 1990 and its prospects for 1991. A number of other reports were presented—on the Gulf

crisis and African economies, an update on the Lagos Plan of Action, preparations for the final review and appraisal of UNPAAERD and a progress report on the African Alternative Framework for Structural Adjustment Programs.

Although usually present as an observer, the United States did not attend the 26th session.

Economic and Social Commission for Western Asia

The Economic and Social Commission for Western Asia (ESCWA) was established in 1973. Currently, it counts 14 members, including the PLO. The United States is not a member, although it has previously attended meetings as an observer. The Commission's headquarters was moved to Baghdad in 1981 because of war damage in Beirut; with the outbreak of the Gulf War in 1991, headquarters was again moved, temporarily, to Amman. ESCWA is funded by the UN regular budget.

The last (15th) session of ESCWA was held in 1989, in Baghdad. The ESCWA meeting scheduled for 1991 was not held because of war disruption; the next meeting is scheduled to take place in Manama, Bahrain, in April 1992.

Economic and Development Bodies and Programs

UN Development Program

The UN Development Program (UNDP) finances the world's largest multilateral program of grant technical cooperation. The program is financed by voluntary contributions from governments. In 1991 pledges to UNDP totaled \$1.03 billion. The United States pledged \$109 million, or 10.6 percent of total government contributions.

UNDP was established in 1966 (through the merger of two earlier UN programs) as the principal UN mechanism for financing technical cooperation activities. It provides grant technical assistance to developing countries and territories at their request, with increasing emphasis on assistance to the poorest countries and on building national capacity to manage development activities.

Projects funded by UNDP are normally executed by one of the 29 participating technical agencies of the UN system, such as FAO, the UN Department of Technical Cooperation for Development (DTCD), UNIDO, ILO, UNESCO, World Bank or ICAO.

UNDP also directly implements an increasing number of projects through its own Office for Projects Services (OPS). In 1991 OPS executed UNDP-funded projects valued at approximately \$173 million. In the same year, it executed approximately \$175 million worth of projects funded from extra-budgetary sources such as trust funds, development banks, bilateral donors and recipient governments under management service agreements.

UNDP is headquartered in New York. Its Administrator, William H. Draper III (United States), was reappointed on January 1, 1990, for a second 4-year term. A subsidiary organ of the UN General Assembly which sets overall UNDP policy, UNDP's operating policies are established and its programs and budgets approved by a Governing Council composed of representatives from 48 states—21 developed countries (including the United States) and 27 developing countries. The Governing Council reports to the General Assembly through ECOSOC, which elects members to the Council for 3-year terms.

The Governing Council holds regular sessions once a year in June. There is also a brief organizational meeting, as well as a shorter special session in February to deal with special items that come up between sessions of the regular Governing Council. In addition, the Council's Standing Committee for Program Matters (SCPM) may meet between Council sessions. During the year, the SCPM, created by the Governing Council in 1990, began functioning and proved to be an effective governance mechanism in Council oversight of UNDP program activities. The United States has encouraged the Council and the UNDP Secretariat to put all program matters for review before the SCPM, to facilitate the work of and decisions taken by the Governing Council.

In 1991, the UNDP Governing Council provided oversight for the UN Population Fund, Technical Cooperation Among Developing Countries, UN Volunteer Program, UN Fund for Science and Technology for Development, UN Revolving Fund for Natural Resources Exploration, UN Sahelian Office, and UN Development Fund for Women. The Council provides policy guidance for the DTCD which also executes UNDP-financed projects.

Governing Council

Special Session. The Council met in New York February 19–22 for its annual organizational meeting and special session. Main decisions taken during the special session related to the

SCPM, Special Program Resources and Support Cost Successor Arrangements.

- Standing Committee for Program Matters (SCPM): Decision 91/2 of the Council's special session set the mandate of the Standing Committee for Program Matters to review all country, regional, interregional, and global programs and projects, as well as program and project implementation, and to deal with other matters relating to program management. It also directed the SCPM to ask the Administrator to arrange up to four field visits per year for Committee members to review aspects of UNDP programs determined by the Committee.

- Special Program Resources (SPRs): The special session adopted a U. S. initiative, decision 91/3, which requested the Administrator submit to the Council for approval, prior to commitment of any resources, programming documents with detailed information on UNDP plans to spend SPRs in each of 27 subcategories, for which specific amounts were allocated out of the total \$313 million available. This amount represented the 7 percent of fifth-cycle programmable resources set aside for SPRs by the 37th Governing Council. The Administrator was asked to present a timetable for submission of these documents to the 38th Governing Council.

- Support Costs Successor Arrangements: The February Council meeting agreed to a \$634 million expenditure ceiling on arrangements to compensate specialized agencies for implementation of UNDP-funded projects.

Debate in the 38th session of the Council, held June 3–21 in New York, centered on a few main issues, including two controversial ones: UNDP's second *Human Development Report*, which included a human freedom index, and the UNDP Administrator's proposal on senior management structure. There were also tough but eventually successful negotiations on funding of new support cost arrangements for large agencies which implement UNDP's activities. The United States achieved its main objectives. Decisions on budget and senior management structure strongly encouraged UNDP to make optimum use of its administrative resources. The 1992–1993 biennium budget and the report approved by the Council's Budget and Finance Committee (BFC) reflected a serious effort to restrain the growth of the administrative budget, and to make it more understandable to members.

Human Development Report. In 1991 the UNDP published its second *Human Development Report*. The 1990 report included a

Human Development Index which intended to include but did not succeed in including human freedom as a factor in human development. The United States encouraged UNDP to do more work in this area in future reports.

The 1991 HDR included for the first time a separate Human Freedom Index (HFI). The 1991 report reaffirmed that the goal of human development is to increase people's choices, and added that for people to exercise those choices they must enjoy cultural, social, economic and political freedom. Although the United States and other donor countries had encouraged UNDP at the 1990 Governing Council regular session to include an examination of the relationship between human development and human freedom, the inclusion of the HFI in the 1991 Report provoked a reaction from several countries. They accepted the link between human development and freedom, but argued that the publication of an HFI went beyond UNDP's mandate.

The debate on this issue was one of the sharpest of the regular session of the Council. Donors strongly supported UNDP work on the HDR and the HFI, and succeeded in dissuading less enthusiastic countries from putting a stop to it. The Council adopted a decision affirming that economic growth, together with enlarging human freedoms, is a means to development. The Council also requested the UNDP Administrator convene regional consultations in New York so that specific human development concerns and priorities, especially those of developing countries, are taken into consideration in the preparation of the 1992 *Human Development Report* and future work by UNDP on the report. Donor countries throughout the debate insisted this report is an independent study not subject to approval by governments.

The plenary debate on the *Human Development Report*, and the HFI in particular, took on an unprecedented political tone. Breaking Council tradition that countries do not participate in political groupings, Malaysia and Ghana spoke several times for the G-77. While this raises some concerns for future Council meetings, inclusion of the HFI in this year's report had an effect which the United States supports; namely, to broaden discussion of the relationship between human development and human freedom.

UNDP conducted regional consultations in the fall, but several countries still believed after the consultations that their human development concerns and priorities would not be adequately reflected in the 1992 report. Subsequently, countries

opposed to publication of an HFI in the 1992 report attempted to reopen the issue by bringing it before the UN General Assembly.

The U.S. Delegation was instrumental in working out a compromise so that the issue did not come to a vote before the Assembly. Instead, it was referred to the special session of the UNDP Governing Council scheduled in New York in February 1992.

Other Council Decisions. During 1991 UNDP's Governing Council approved several decisions which supplement landmark decisions taken by the Council in 1990:

- **Special Program Resources (SPR).** In 1991 the United States led the successful Council effort to get UNDP to improve the process by which it programmed use of SPRs. Instead of a timetable for submission of SPR programming documents reported by the Council in February, the Administrator presented the June Council with specific programming documents for most categories of SPRs. Concerned that UNDP's centrally controlled resources be as well programmed as individual country funds, the June Council postponed consideration of these programming documents, which the United States and other member countries felt were not adequate. The United States later forwarded comments to UNDP raising technical concerns about some of the proposals. During the latter half of 1991, UNDP revised the proposals for submission to the February 1992 special session of the Governing Council.

SPR allocations included \$115 million to build national capacity in the six key thematic areas of: poverty eradication and grassroots participation in development, environmental problems and natural resources management, management development, technical cooperation among developing countries, transfer and adaptation of technology for development, and women in development. Separate allocations were also set for disaster preparedness and disaster relief and reconstruction, including displaced persons (\$50 million); the special Program for Economic Assistance to Central America (\$20 million); the UNPAAERD and Development (\$10 million); drug abuse control and crop substitution (\$5 million); *Human Development Report* (\$5 million); private sector development (\$4 million); and HIV/AIDS (\$5 million). Substantial resource levels were also approved for UNDP coordination and program design and development functions (\$29 million). The allocation for Palestinian people under the SPR was increased from \$12 million in the fourth programming cycle to \$15 million in the fifth.

- **Support Costs.** The 1990 Council (Decision 90/26) agreed on the framework for new arrangements to compensate specialized agencies for the implementation of UNDP-funded projects. This decision substantially restructured the relationship between UNDP and agencies implementing UNDP projects. It proved to be more complicated than originally expected. Differences of opinion about what the decision meant and how funds were to be allocated surfaced in UNDP, implementing agencies, member countries and member states who had drafted the original decision. The February special session of the Governing Council agreed on a total expenditure ceiling of \$634 million for the fifth programming cycle, representing 14 percent of programmable resources. The special session also agreed that consensus on the funding of technical support services at the program and project levels (TSS-1 and TSS-2 respectively) could be achieved only after UNDP and the specialized agencies had submitted a detailed work program for each of these two facilities, identifying the type of services they would cover and an analysis of complementary sources of funding, including agencies' regular budgets.

At its regular session in June, the Council (Decision 91/32) decided to ensure "adequate funding." The decision was a hard won compromise. The United States would have liked additional funding. Nevertheless, the decision was a far-reaching change and preferable to reverting to the previous flat 13 percent formula. To compensate for what the United States perceived as a shortage in funding, the President's FY 1993 budget request included a proposal that \$2 million of the U.S. contribution to UNDP be identified specifically to reinforce cooperation between UNDP and the major sectoral agencies of the UN system in assisting developing countries to build up program and project management capacity. This funding will assure the UNDP Administrator has centrally controlled resources to involve the agencies in that process. The United States is encouraging other interested donors to make similar allocations.

- **Approval of country programs.** The Council approved a number of country programs including several of UNDP's largest, e.g., China, Bangladesh and Indonesia. The quality of country programs submitted for review in 1991 showed improvement over former years. The Council review process was also strengthened. Through the SCPM, the Council was able to assure that its concerns about country programs were transmitted back to both the resident representative and the recipient government. The United States was instrumental in establishing the

SCPM in 1990 and assuring that it served as an effective oversight mechanism for UNDP operations.

- **National capacity building and national execution.** On these two related issues the Council approved a U.S.-proposed decision on national execution that succeeded in clarifying the definition of this mode of project execution (which can still allow a role for technical assistance from UN specialized and technical agencies), and established the principle that governments would be accountable to UNDP for resources used in nationally executed projects. The decision put national capacity building and strengthening of government accountability at the forefront of UNDP's agenda. It also called on the Administrator to produce guidelines for nationally executed projects, something the United States had sought for more than a year.

- **UNDP's emergency response role.** The Council agreed on a decision on UNDP's role in response to emergency needs of displaced persons, refugees and returnees which focused UNDP's efforts on the development dimension of disaster relief and disaster preparedness. It also gave UNDP the authority to establish a 1-year interim arrangement for a special unit to handle such questions, pending the outcome of larger UN efforts to reform and improve the UN system response to emergency situations and the needs of displaced persons.

- **Role of UNDCP.** The United States cosponsored a decision noting the central role of the Executive Director of the UN International Drug Control Program (UNDCP) for assuring coordination and complementarity of drug control activities across the UN system, including crop substitution efforts. The decision requested the Administrator of UNDP continue close cooperation with UNDCP, especially at the field level, and urged the international community to increase significantly its support for efforts made by the developing countries in drug control and crop substitution.

- **Approval of the Biennial Budget.** The BFC reviewed and the Council approved budget estimates for the biennia 1990-1991 and 1992-1993. The Council focused on the increasing share of resources devoted to administration, despite efforts by the Administrator to reduce such costs. The BFC approved administrative budgets which largely reflected proposals of the Administrator, as revised by the Advisory Committee on Administrative and Budgetary Questions (ACABQ).

- **Senior Management Structure.** The Council received the report of an independent management consulting firm, which

dealt with UNDP goals as well as its administrative structure and made a useful contribution to efforts to improve UNDP's operations. Debate revolved largely around two controversial issues: creation of a strategy group and of geographic division manager positions. The United States took the lead, working with a small group of other donors and recipients, drafting a decision that asked the Administrator to submit an action plan fleshing out how UNDP will implement report recommendations and outlining impact on the organization, including their financial implications. The decision also asked the Administrator not to take any action to implement the strategy group and division manager proposals until they were reviewed by the Council in 1992.

- Consideration of UN Population Fund (UNFPA). The Council reviewed the annual report of UNFPA's Executive Director for 1990, along with six additional reports submitted for approval in response to previous Council Decisions. In addition, the SCPM reviewed and approved 15 newly proposed country programs, as well as regional and interregional programs proposed by UNFPA for the period 1992–1995. Financial, budgetary and administrative matters pertaining to UNFPA were reviewed by the BFC. The U.S. Representative announced to the Council that the United States intended to contribute \$500,000 to the UN Trust Fund established for support of the 1994 International Conference on Population and Development.

- UN Development Fund for Women (UNIFEM). The debate in plenary focused primarily on the continued need for a separate development fund for women. The United States expressed hope that one day UNIFEM would no longer be needed, and noted UNIFEM's role is ultimately to integrate women in development concerns into existing UN development programs. The U.S. Delegation strongly encouraged UNIFEM to focus more on monitoring and evaluating projects, and disseminating lessons learned.

- Rationalizing the work of the Council. The United States and Germany cosponsored a decision restructuring the agenda of Council sessions to reduce duplication and streamline debate. The Council decided to take up this question at its 1992 organizational session.

Standing Committee for Program Matters

The first inter-sessional meeting of the SCPM was held in New York May 6–10. This meeting was characterized by low attendance, apparently caused by lack of enthusiasm among

developing countries for the concept of the SCPM and a reluctance by some delegations to discuss program matters outside the Governing Council plenary. Several delegations and the UNDP Secretariat felt SCPM activities should be limited and its mandate strictly focused. Other delegations, especially donors like the United States, have advocated a broader role for the SCPM. The U.S. position has been that the SCPM will increase the effectiveness of the Governing Council's oversight of program matters, increase dialogue and reduce time lost in formal set speeches. The SCPM should also prepare decisions on program matters for the Council.

At the September session, the SCPM considered programming documents on SPRs. As noted above, several delegations, including the United States, had found that documents prepared by the Secretariat and presented at the June Council were inadequate and insisted they be revised before Council approval. UNDP submitted the same proposals to the resumed session in September. The Council asked UNDP to submit revised documents to its 38th session in 1992.

One function of the SCPM is to conduct field visits to review UNDP operations. The United States, together with other donors, succeeded in obtaining consensus on a Council decision to ask the Administrator to arrange and service up to four field visits per year, each consisting of an average of six members of the Governing Council. It also decided that field visit findings would be reported by the participants to the SCPM.

UN Capital Development Fund

The UN Capital Development Fund (UNCDF), established by the UN General Assembly in 1966, is a trust fund that UNDP administers. It invests capital in small-scale projects that provide early, direct, and long-term benefits to low income groups in countries officially determined by the United Nations as least developed, as well as to other countries widely acknowledged as most in need of grant capital assistance. UNCDF is the only UN organization whose primary mandate includes a focus on the least developed countries.

The Fund Managing Director is the UNDP Administrator. The UNDP budget includes UNCDF administrative costs, and the UNDP Governing Council provides policy guidance. The Governing Council considers UNCDF programs on a biennial basis, in odd numbered years. At the 1991 UNDP Governing Council regular session, the U.S. Delegation expressed concern over the rapid expansion of UNCDF programs.

UNCDF has a small administrative staff in New York. Reinhart Helmke (Germany) was appointed to the position of Executive Secretary in January. UNCDF is active in agriculture and irrigation, infrastructure development, low-cost housing, water and sanitation, small-scale credit and industry development, health and education. In 1991, project approvals were \$80 million, an increase of approximately \$2 million over 1990.

UNCDF programs focused primarily on poverty reduction and provided small amounts of capital assistance to small-scale projects. In the agriculture sector, for example, UNCDF gave special attention to development of small irrigation schemes as an alternative to larger past ventures and as a means to secure food self-sufficiency with full involvement of farmers.

The Fund has also succeeded in improving the position of women through its projects. The percentage of women involved in the new projects increased from 20 percent in 1989 to more than 36 percent in 1991, and women also became more involved in project leadership.

In 1991 contributions to UNCDF reached \$43 million, up from \$39.7 million in 1990. Sweden was the largest contributor to UNCDF in 1991 at \$9.9 million; the 1991 U.S. contribution was \$2.0 million.

UN Volunteers

The UN Volunteers (UNV) program was established by the General Assembly in 1970, and began operations in January 1971. It is financed from UNDP's core budget and from extrabudgetary contributions. The program provides volunteers with essential skills, recruited on a worldwide basis, to assist developing countries in development activities. UNV is the only multilateral volunteer-sending agency and provides, by and large, the only opportunity for volunteers from developing countries to serve abroad.

The General Assembly designated the Administrator of UNDP as the Administrator of UNV. Most volunteers are assigned to UNDP field offices and work on projects funded by UNDP or the specialized UN agencies. The UNDP Governing Council is responsible for governance of UNV and considers the activities of the program every 2 years. The next in-depth review of program activities will take place at the May 1992 Governing Council regular session.

A total of 2,061 volunteers served in over 100 countries in 1991, with nearly 80 percent working in low-income countries of

Africa, Latin and Central America, the Middle East, Asia and the Pacific. Africa alone has accounted for over 50 percent of the assignments during the last decade, with Asia and the Pacific making up another third. In 1991, 85 percent of all volunteers were from developing countries. U.S. participation increased over 50 percent in 1991, from 40 to 64 volunteers.

The broad sectoral focus of UNV assignments has remained the same throughout UNV's history. In 1991 volunteers served primarily in health, agriculture, education and community development, and provided doctors, extension agents, teachers and professors, and community outreach workers.

UNV has an increasingly important role in assisting national programs of post-crisis rehabilitation and reconstruction (for example, in Afghanistan, Angola and Mozambique) and supporting capacity-building in the context of long-standing relief programs (as in Ethiopia). A recent development has also been UNV's growing involvement in immediate, short-term responses to emergency situations. UNV has provided the Office of the UN Disaster Relief Coordinator (UNDRO), Office of the United Nations High Commissioner for Refugees (UNHCR), World Food Program (WFP), UNICEF and the International Office of Migration (IOM) with specialists in transport and logistics, health, water supply and basic infrastructure. The first country where such UNV activity took place was Liberia, where a team of specialists helped UNDRO manage its field operation with partner agencies, followed by programs led by UNHCR, UNICEF and WFP in Iraq and the Gulf.

The Peace Corps works closely with UNV to recruit Americans for UNV assignments. In 1991 the Peace Corps recruited 30 volunteers and funded external support costs for 64 volunteers. In addition to support from the U.S. contribution to UNDP's core program in 1991, the United States contributed \$310,700 to UNV from the Peace Corps budget, including \$100,000 to UNV's Special Voluntary Fund. Contributions to UNV's Special Voluntary Fund totaled \$820,000 in 1991.

UN Fellowship Program

The UN General Assembly established the UN Fellowship Program in 1948. Thirty specialized agencies administer fellowships financed out of project funds in all fields related to economic and social development. The Program gives government-employed nationals from developing countries the opportunity to broaden professional knowledge in areas of primary importance to the development of their countries. UN Fellows develop

skills in many fields, including ocean economics, water resources management, mining, aviation and natural resources management. The United States currently provides training in the fields of agriculture, marine fisheries, international aviation and communications.

In 1991 the Department of State provided \$245,000 in voluntary contributions to participating federal agencies to offset part of the administrative costs of training Fellows in the United States. A total of 436 Fellows received training in the United States, facilitated by U.S. Information Agency's Office of International Visitors, and 296 government and industry officials from 60 countries were assisted by ICAO to receive training in the United States under the supervision and direction of the Federal Aviation Administration. The ITU assisted 25 Fellows representing 5 countries to undergo training sponsored by the Federal Communications Commission. Some 115 trainees from 43 countries were assisted by the FAO to participate in training programs conducted in cooperation with the U.S. Department of Agriculture and the National Marine Fisheries Service.

UN Children's Fund

The UN Children's Fund (UNICEF) was founded in 1946 to help meet the emergency needs of children in the aftermath of World War II. Today it provides long-term humanitarian assistance to needy children and mothers in developing countries around the world. It also promotes and supports health, educational and development activities directed toward child survival and development worldwide, as well as emergency assistance. Because of its apolitical character, UNICEF frequently finds acceptance in areas experiencing political turmoil.

UNICEF has headquarters in New York. U.S. citizens have held the executive directorship since UNICEF's inception. The current Executive Director is James Grant, who was reappointed for a third 5-year term in 1989. The Executive Director receives policy guidance and direction from the UNICEF Executive Board, composed of 41 member states elected for 3-year terms. The United States has always been an elected member of this Board, which meets annually for a 2-week session. Special sessions or mail polls may be used to resolve issues that cannot wait until the next scheduled session of the Board.

UNICEF allocates resources among countries on the basis of severity of need, using criteria that include infant mortality rates (IMR), under-5 child morbidity and mortality statistics, infant and child population totals, and per capita GNP. Since 1983 the

IMR has been used as the most important criterion to guide both the level and the content of UNICEF program cooperation. UNICEF programs generally emphasize development of community-level services to promote the health and well-being of children, including water supply, primary health care, nutrition, education and other child development activities, and improvements in the situation of mothers. UNICEF also helps to procure, package and deliver medical and other health or education supplies through its centralized supply procurement, packaging and warehousing system known as UNIPAC (i.e., UN Procurement and Assembly Center), located in Copenhagen.

In 1991 UNICEF spent \$591 million on projects in 110 countries. This amount included \$202 million (34 percent) for child health activities, \$111 million (19 percent) for emergency relief, \$73 million (12 percent) on water supply and sanitation, \$48 million (8 percent) on educational activities, \$39 million (7 percent) on community- or family-based services for children, \$31 million (5 percent) for child nutrition and \$87 million (15 percent) for general activities—mainly planning and program preparation, communications and other support.

In addition to programs and projects funded from UNICEF's general resources budget, each year UNICEF develops, in cooperation with countries, many other worthwhile projects for support through special-purpose contributions, or supplementary funds. These so-called "noted" projects, approved by the Executive Board, are listed in an annual catalog made available to potential donors, including development agencies, national committees and others. In addition, UNICEF appeals for emergency funds to assist children and mothers affected by either natural or man-made disasters.

Contributions to UNICEF are voluntary. In 1991 UNICEF received \$397 million in voluntary contributions to its general resources from 117 governments. The United States contributed \$75 million to UNICEF's core activities and \$19 million to supplementary funds, with approximately \$4.9 million allocated to child survival/EPI (Expanded Program on Immunization) programs in African countries and Haiti and \$14.1 million for emergencies and relief/rehabilitation assistance in China, Cote d'Ivoire, Ethiopia, Guinea, Iraq, Liberia, Madagascar, Malawi, Mali, Sierra Leone, Somalia and the Sudan.

In addition to contributions from governments, UNICEF also receives substantial income from private and other nongovernmental sources. Total income from UNICEF's greeting card and related operations amounted to \$69.6 million, while contribu-

tions from other nongovernmental sources amounted to \$132.9 million in 1991. UNICEF success in raising funds from these sources is largely due to the fund-raising activities of 34 national committees and UNICEF headquarters-related offices abroad. The U.S. Committee for UNICEF, a nonprofit organization that has 3 million volunteers throughout all 50 states, is the largest and among the most active of these national committees.

UNICEF Executive Board

The UNICEF Executive Board held its regular session in New York April 22–May 3. The session adopted 39 decisions, covering areas such as UNICEF's role in follow-up to the September 1990 World Summit for Children, its commitment to developing countries, especially those of Africa, emergency operations and support for breast-feeding.

The year 1991 was a "budget year" for the Board, which approved revised budget estimates for 1990–1991 and budget estimates for 1992–1993. The Board also approved decisions requesting a long-term strategy for UNICEF headquarters office space, a review of the administrative/management structure, and an in-depth study of the structure and format of budget documents. These decisions reflected concerns expressed by the United States and others on the need to make the budget more transparent, including clear distinctions between expenditures in program and administrative areas.

The U.S. Delegation proposed and won support for two key initiatives: UNICEF's role in combatting AIDS and its support of the Children's Vaccine Initiative (CVI).

The AIDS decision called on UNICEF's Executive Director to develop an overall strategy to guide UNICEF activities in combatting the spread of AIDS by using an accelerated program within the framework of the WHO Global Program on AIDS. UNICEF was asked to use its highly effective delivery systems to promote advocacy in prevention of AIDS, procurement of supplies and distribution support, care of AIDS orphans and to integrate AIDS activities into existing/planned child survival and development programs.

The CVI decision asked UNICEF to present a comprehensive report in 1992 delineating the objectives of CVI and the respective roles of WHO, UNDP, UNICEF and others. UNICEF was asked to contribute specifically to activities such as improvements in service delivery, monitoring methodologies, epidemiological capacity and cold-chain equipment.

The emphasis in these two decisions on UNICEF's need to cooperate with other agencies of the UN system was reinforced in a decision on Summit for Children follow-up and in another on emergency operations. For achievement of Summit objectives, UNICEF was urged to provide full support to developing countries within its mandate, comparative advantage and resources.

The Board recognized UNICEF responsiveness in delivery of emergency relief, but also asked that it cooperate fully with other UN organizations in coordinating a system-wide response and preparing joint appeals. UNICEF's Emergency Fund was increased by the Board to \$7 million.

This discussion mirrored concerns later expressed by the United States and other countries at ECOSOC and the UN General Assembly about the need to improve the overall UN response to emergencies. The result was General Assembly resolution 46/182 (adopted without a vote) which requested designation of a high-level coordinator responsible for preventing, preparing for, and responding to emergencies. The Coordinator will organize joint assessment missions, appeals and inter-agency meetings. He will also control a special revolving central fund of \$50 million for use in emergencies. This mechanism should ensure that UNICEF and other UN agencies respond quickly and efficiently to emergencies.

The Board also approved another decision of special interest to the United States, aimed at improving Board oversight of interregional, global and special purpose funds. It asked the Executive Director to consider reducing the number of separate funds and to improve transparency in their presentation. In a decision on sustainable national health-care systems, the Board asked the Executive Director to encourage UNICEF country representatives to achieve broad consensus from governments and multi- and bilateral agencies on sector-wide policies required for revitalizing each country's national and local health care systems. A decision on breast-feeding recommended that the Innocenti Declaration on the Protection, Promotion and Support of Breast-feeding be the basis for UNICEF actions in this area. Regional concerns were highlighted in decisions calling attention to the needs of cholera victims in Latin America, children and women in the Persian Gulf, in Bangladesh and in Central and Eastern Europe. The Board also approved recommendations related to ongoing and new activities in Asia, Africa, Middle East and the Latin America/Caribbean regions. The U.S. Delegation supported the priority UNICEF gives to assistance in Africa.

World Summit for Children

If 1990 was the year for commitment to children's goals—via the World Summit for Children (and the World Conference on Education for All cosponsored by UNICEF, UNDP, UNESCO and IBRD)—then 1991 marked the launching of a decade of follow-up activities aimed at reaching specific objectives in health and education. Among the goals set by the Summit for Children were: reduction of child death rates by one-third; halving maternal mortality rates and severe/moderate malnutrition among children under 5 years; increase in immunization coverage; clean water and safe sanitation for all families; basic education for all children and completion of primary school by 80 percent; and reduction of the adult illiteracy rate to at least half its 1990 level with emphasis on female literacy.

At the World Summit, participating governments committed themselves to developing national programs of action for their own countries. Throughout 1991, UNICEF worked with governments, especially of developing countries, to assist in formulating national programs to achieve Summit goals. UNICEF will report to the UN Secretary General later in 1992 with an analysis of the resulting national programs of action.

The United States continues its pursuit of Summit goals, both domestically and through international support of developing countries. The U.S. National Program of Action, including both U.S. domestic and international plans, will be completed in early 1992. In 1991 an interagency working group began to delineate specific U.S. Government strategies in our own national program of action. Participating agencies included: the Department of State, Agency for International Development (AID), Peace Corps, the National Security Council, the Environmental Protection Agency and the Departments of Health and Human Services, Education, Labor and Agriculture. The report will discuss progress achieved in many critical areas of child health and development; challenges currently faced, both domestically and in our overseas development assistance; and the U.S. response to meeting these challenges. Since many long-standing U.S. programs already address Summit goals, the report will include a discussion of both ongoing activities and new program initiatives.

World Food Council

The UN General Assembly created the World Food Council (WFC) in 1974 to provide a forum at the ministerial level for discussion of world food problems and policy, in order to adopt

and coordinate an integrated approach toward their solution by governments and the UN system. At its annual ministerial sessions, the WFC reviews and makes recommendations on world food and agricultural problems. Although the WFC has made important conceptual contributions toward the way United Nations and bilateral development agencies approach world food questions, it has not exercised a coordinative policy role within the UN system. The United States recognizes the need for improved intergovernmental and interagency coordination on food policy within the UN system, and supports a review of WFC's mandate and future by WFC members and ECOSOC.

The Rome-based Council is composed of 36 member states nominated by ECOSOC and elected by the General Assembly according to principles of balanced regional representation. The United States has been a member of the WFC continuously since its establishment.

The Executive Director of the WFC Secretariat is Gerald Trant (Canada), whose 4-year term of office expires in 1992. The 1990–1991 biennium budget was \$6.388 million, and is drawn from the budget of the UN Headquarters in New York.

WFC Ministerial

The 17th session of the WFC was held in Helsingor, Denmark, on June 5–8. The United States was represented by Secretary of Agriculture Edward Madigan. Thirty member states of the WFC participated in the Council session, including 17 Ministers of Agriculture.

Four major themes emerged during the session: the need for a prompt and successful completion of the Uruguay Round of the GATT negotiations; the importance of a continuing focus on alleviation of hunger and malnutrition in development assistance programs; the need for national governments to set feasible targets for hunger alleviation; and the concerns of developing countries about potential diversion of aid to Eastern Europe, and the impact of Europe 1992 and other trading blocs on export markets and earnings of developing countries.

Secretary Madigan reviewed recent U.S. measures to improve food aid programs under the 1990 Farm Bill and the objectives of the \$1 billion in U.S. assistance to agriculture in the developing world. A number of developing countries and Eastern European countries outlined both their efforts to establish more market-oriented economies and the obstacles they encountered. African and Middle Eastern countries called for a renewal of the Green

Revolution with a greater focus on technological innovation in arid and semiarid countries. The major progress in crop yields achieved by the Green Revolution took place in Southeast Asia, with little improvement in Africa.

The final report of the WFC renewed its 1990 call for the establishment of an informal inter-secretariat consultative mechanism among the four Rome-based food and agriculture organizations. The report also called for a consultation of regional representatives to discuss the future role of the WFC, and to report its recommendations to the 18th ministerial session of the WFC in 1992. Finally, the report urged a quick and successful conclusion to the Uruguay Round of the GATT negotiations, noting the current world trading system had harmful effects on economies of both developed and developing countries and contributed to the lack of food security.

Green Revolution

The 1990 ministerial session of the WFC called for an assessment of the need for a renewal of the Green Revolution. In April 1991 the WFC President convened an Expert Consultation in Cairo for this purpose.

The experts concluded that a new Green Revolution would need to be firmly anchored in national and regional development strategies and explicitly support specific food-security objectives. They considered it important to provide for long-term agricultural research to develop sustainable technologies to increase food production and improve food security.

Population Activities

The UN Secretary General created the UN Fund for Population Activities (UNFPA) in 1967 to provide a multilateral source of financial assistance for population activities and programs in developing countries. Renamed the UN Population Fund in 1987, it operates under the guidance of ECOSOC. Since 1972 the UNDP Governing Council has directly governed the UNFPA by providing policy guidance, reviewing UNFPA programs and operations, and setting funding and staffing levels.

UNFPA funds programs for a wide range of population activities. Areas of focus include maternal and child health and family planning; information, education, and communication about population issues; data collection and analysis such as census assistance activities; population policy formulation; and women, population, environment and development. It receives voluntary contributions from donor countries. As a member of the

UNDP Governing Council, the United States participates in the governance of UNFPA but has made no contribution to it since 1986.

In 1985 the United States withheld \$10 million of the \$46 million Congress had earmarked for UNFPA after reports surfaced that a number of local officials in China forced women to obtain abortions or submit to sterilization procedures against their will. Congress then passed the Kemp-Kasten amendment to the Foreign Assistance Act which prohibited the United States from providing assistance to any organization that supports or participates in the management of a program of coercive abortion or involuntary sterilization.

While making a determination that the UNFPA itself neither supports nor promotes abortion or coercion, the U.S. AID Administrator has determined that UNFPA was ineligible for U.S. funding under this restriction due to its involvement in the China Family Planning Program. U.S. AID continues to reserve funds for UNFPA each year in the event that a significant change in either UNFPA assistance to China or the Chinese population program itself would make it possible to consider resumption of U.S. support.

Governing Council

The 38th session of the UNDP Governing Council was held in New York in June. UNFPA Executive Director, Dr. Nafis Sadik (Pakistan) stressed the population challenges facing each region of the world and the status of preparations for the 1994 International Conference on Population and Development, whose theme is Population, Sustained Economic Growth and Sustainable Development. In addition, Dr. Sadik submitted six additional reports to the Council for approval in response to previous Council decisions requesting information on specific issues.

The U.S. statement focused on the goal to increase contraceptive prevalence, including the need to increase the volume of contraceptive commodities procured and delivered to end users and the need to promote local production of contraceptives. The U.S. Representative announced the U.S. pledge of \$500,000 to the 1994 International Conference on Population and Development.

The most controversial issue considered in plenary was the UNFPA-proposed successor arrangements for agency support costs. The proposal called for a decrease in the proportion of UNFPA resources for administrative support from executing agencies, and the creation of subregional technical support

teams to make UNFPA more responsive to field needs. A review of the proposal was requested for the 39th UNDP Governing Council in 1992 to report on the progress to implement the arrangements for agency support costs.

Major issues before the Governing Council's Budgetary and Finance Committee were UNFPA budget estimates for the biennia 1990–1991 and 1992–1993; the problem of rising administrative costs; and the establishment of a separate internal audit unit. BFC decisions concerning UNFPA included limits on future revised estimates to mandatory increases and the rejection of the Executive Director's proposal to establish a separate internal audit service within the UNFPA Secretariat.

In the Council's SCPM, UNFPA interregional and regional programs for 1992–1995 and proposed new country programs for 14 developing countries were reviewed. The Council approved the English-speaking Caribbean subregion and the following multi-year country programs: Burkina Faso, Cape Verde, Congo, Mauritania, Niger, Bangladesh, India, Malaysia, Bolivia, Dominican Republic, Honduras, Albania, Morocco and Tunisia. The United States joined consensus in support of all the proposed programs.

The Council's Drafting Committee approved language for a draft decision on UNFPA. The decision encourages all countries to increase their commitment of resources to population programs, calls on UNFPA to increase its support for family planning and maternal/child health programs, and calls on UNFPA to further strengthen its role in coordinating and assisting developing countries to obtain and to distribute adequate contraceptive supplies.

Commission on Human Settlements

Mandate and Governance

The UN Commission on Human Settlements (UNCHS) was established by the UN General Assembly in 1977, following the UN Conference on Human Settlements held in 1976 in Vancouver. The same resolution established a Secretariat for the Commission known as the UN Center for Human Settlements (Habitat), which has permanent headquarters in Nairobi. The Commission and the Center were created from existing UN bodies to consolidate human settlements activities, as well as to give them new emphasis. The Commission meets biennially; the 13th session of the Commission was held April 29–May 8 in Harare, Zimbabwe.

The UNCHS mandate is to assist countries to improve their ability to solve human settlements problems through comprehensive and integrated approaches. The Commission promotes international cooperation in the field of human settlements, and seeks to increase resources available to developing countries for human settlements. UNCHS consists of 58 members elected for 3-year terms; the United States has been a member since 1977.

The Commission provides policy guidance to the Center, whose responsibilities include coordinating and reviewing all human settlements activities within the UN system, executing human settlements projects, and serving as a focal point for information exchange. The United States has a Permanent U.S. Representative to the Center in Nairobi who is also accredited to the UN Environment Program (UNEP).

Center programs are geared towards helping governments establish and manage policies designed to improve conditions under which the populations of their countries are able to obtain adequate housing. Toward this end, the Center performs research, conducts training and carries out technical assistance projects for developing countries, and provides information on human settlements.

The UNCHS budget for 1991 was \$10,611,700 and actual expenditures amounted to \$10,437,700. Extra-budgetary resources (including UNDP trust funds and UN Habitat Foundation) were \$76,240,600 and actual expenditures amounted to \$74,862,292. During the pledging session for the Habitat and Human Settlements Foundation, the U.S. Delegation reaffirmed the U.S. commitment to the Foundation and announced its FY 1991 contribution of \$400,000.

Major themes on the agenda of the 13th Commission session were the significance of human settlements and the Global Strategy for Shelter to the Year 2000 (GSS) to the concept of sustainable development, and the use of energy by households in construction and in production of building materials. The agenda also called for a review of progress on the rational and worldwide implementation of the GSS.

The U.S. Delegation made four formal presentations to the Commission. The U.S. opening statement reported on U.S. housing policy and development assistance activities in the shelter sector. It further reported that U.S. domestic policy initiatives that relied on the private sector to produce housing while the government facilitated the process were consistent with the prescriptions of the GSS.

The U.S. Delegation continued efforts from previous Commission sessions to stress the importance of the private sector in providing shelter, and successfully sponsored a resolution that called for implementation of an internationally comparable set of key quantitative and policy-sensitive indicators to monitor GSS implementation. Consistent with the substance of this resolution it sponsored, the U.S. Delegation urged Habitat to focus priority attention on reporting, in clear terms, on progress toward the GSS goals using quantitative and policy-sensitive indicators proposed in the resolution. It also stated that development must have both economic and environmental sustainability, and called for expanded research to inform decision-making, greater public participation in the sustainability debate, and more attention to the alleviation of poverty.

The following decisions relating to the three major themes of the agenda were approved:

- A decision on sustainable settlements development that called on the Executive Director, in accordance with the GSS, to emphasize work elements which can address and reverse undesirable environmental implications of settlement growth, especially in urban slums, by improvements in urban management.

- A decision which, among other things, called on governments to encourage improving energy efficiency and pollution control. It suggested achieving this by improving building designs and procedures followed by the building materials and construction industries. The decision also recommended that governments provide necessary incentives to energy conservation programs and investments and discourage wasteful polluting use of energy in the household, construction and production of building materials.

- A resolution which adopted the second report of the Commission on Human Settlements to the UN General Assembly on implementation of the GSS, after noting that many governments had taken concrete steps to revise existing national shelter strategies or to formulate new strategies based on the principles of the GSS; and that a large number of other governments had taken steps to address specific issues in shelter strategies. The decision on the GSS also urged the private sector to expand its operations to provide shelter to middle- and low-income sectors of the population, and invited governments to work with the private sector to create an adequate legal framework in areas such as finance, taxation, regulation, standards and procedures affecting the shelter sector.

A resolution on women in development, cosponsored by the United States, called on governments to identify methods, within shelter strategy development and implementation, which reveal and strengthen the role of women in settlements development. It also requested the Executive Director to review and develop a more comprehensive policy on women in development which ensured gender-sensitive methods in the total work program and budget of all divisions within the Center in a manner that related gender-sensitivity training to specific technical aspects of the work of Habitat staff.

The Commission adopted a resolution which established an open-ended Committee of Permanent Representatives to Habitat. The Permanent Representatives will meet four times a year to review progress in implementation of the program of Commission resolutions, as well as specific issues proposed by the Permanent Representatives or the Executive Director.

Despite U.S. objection, a decision on the housing conditions of the Palestinian people was adopted. The decision called for an intensified effort by the Executive Director to alleviate the situation, and submission of a report to the Commission at its 14th session. It also described Israeli settlement policies in the occupied territories as illegitimate and a serious obstacle to the peace process. The decision was adopted by a vote of 21 to 1 (U.S.), with 15 abstentions.

Commission on Transnational Corporations

The UN Commission on Transnational Corporations (CTC) was established by ECOSOC in 1974 to assist the Council "in fulfilling its responsibilities in the field of transnational corporations." Its mandate includes acting as the forum within the UN system for consideration of issues relating to transnational corporations (TNCs); promoting the exchange of views among governments, intergovernmental groups, trade unions, and business and consumer groups; providing guidance to the Center on Transnational Corporations; and developing a Code of Conduct relating to TNCs.

The 17th session of the Commission on TNCs was held April 10-19 in New York. Discussion at this session was less ideological than in previous years, and was characterized by an increased recognition of the need for an open investment climate. Topics included determinants of foreign direct investment, TNCs and international economic relations, TNCs and the environment, the role of TNCs in services, TNCs in South Africa,

international standards of accounting and reporting, and negotiations on a code of conduct.

The United States opposed a report proposed by the CTC on multinational corporations and the environment, prepared for the June 1992 UNCED Conference in Rio de Janeiro, as going beyond the mandate of the organization. The United States also expressed strong reservations about the Center's work on trade-related investment measures and trade-related intellectual property matters as peripheral to expanding investment and perfecting trade in intellectual property. The United States supported the continued presence in South Africa of responsible corporations that subscribed to the principles of the comprehensive anti-apartheid act.

Code of Conduct

In 1977 the Commission established the Intergovernmental Working Group to draft language for an international code of conduct for TNCs. During its 17th session in April, very little progress was made regarding a code. The U.S. Delegation questioned the relevance of a code of conduct in today's economic liberalization climate, and whether such a code would bring benefits to the developing countries or divert capital investment elsewhere.

In its statement, the U.S. Delegation said public and private sectors would recognize developing countries' efforts to improve investment climate in the establishment and maintenance of liberal investment policies that encourage market-driven investment flows.

The Commission urged member states to conclude negotiations on a code of conduct and the matter was referred to the July ECOSOC. ECOSOC in turn referred it to the 46th UN General Assembly, where the United States joined in the decision to indefinitely suspend code negotiations at least until after states were able to assess the outcome of the Uruguay Round, UNCTAD VIII and the UNCED Rio conference.

UN Conference on Trade and Development

The UN Conference on Trade and Development (UNCTAD) is a major organ of the United Nations concerned with economic issues of trade and development. UNCTAD is a forum for its 172 members, including the United States, to examine a wide range of economic issues, both of national experiences and international concern. UNCTAD publishes statistical and other reports,

and provides technical assistance in trade and development to developing countries.

Plenary sessions of the Conference are held every 4 years to discuss policies, review past work and set new work programs. The next session of the Conference, UNCTAD VIII, meets in Cartagena, Colombia, in February 1992. Between Conference sessions, the Trade and Development Board (TDB) meets semi-annually to carry out the functions of the Conference. UNCTAD reports directly to the UN General Assembly.

Much of UNCTAD's bias towards the New International Economic Order has dissipated since the 1970s as developing countries, recognizing the primacy of domestic policies in economic development, have increasingly adopted market-oriented reforms and undertaken structural adjustment programs to stimulate economic growth. At recent UNCTAD meetings, there has been a clear emphasis on the responsibility each country has for its own development. UNCTAD members have declared their desire to put aside old confrontations, and work together in a cooperative new partnership for development.

At its meeting in September the TDB considered a wide variety of issues dealing with trade and finances for development. Broad trends in direct foreign investment, bank financing and other developments in financial flows were discussed during an examination of the Secretariat's annual Trade and Development Report. Progress made under the international debt strategy was highlighted. Plans were made for UNCTAD VIII and background documents were discussed.

General Agreement on Tariffs and Trade

The General Agreement on Tariffs and Trade (GATT) entered into force in 1948 and the United States has been a party to GATT since its inception. By the end of 1991, 103 countries and customs territories, accounting for more than four-fifths of world trade, were members. An additional 29 governments maintain *de facto* "application" of the GATT, and there are 23 observers, 6 of whom have applications for contracting party status. GATT is considered an autonomous body, although it was created at a UN-sponsored conference and cooperates with UN organizations, e.g., GATT Contracting Parties and UNCTAD jointly operate an International Trade Center to assist developing countries in promoting exports.

GATT is the principal multilateral instrument through which the United States seeks to improve the world trading system. It is both a compact of rules (rights and obligations) and a forum in

which negotiations and other trade discussions take place. GATT is also intended to play a major role in settlement of trade disagreements between member countries.

International trade has grown dramatically in volume (over 32-fold), importance and complexity, since the inception of the GATT. This growth is due in part to the consensus embodied in the agreement that the world's economic welfare depends on freer trade, without the risk of escalating tariff wars. Seven rounds of multilateral negotiations under the GATT have succeeded in reducing average tariffs in the industrial countries from over 40 percent to less than 5 percent today.

The Uruguay Round

The eighth and current multilateral round of trade negotiations under GATT auspices was launched in September 1986 at Punta del Este, Uruguay. The Uruguay Round is the most comprehensive multilateral trade negotiation to date. Successful completion of the Round is a key element in the U.S. effort to open markets and fight protectionism.

The Uruguay Round is the first multilateral trade negotiation to include services, intellectual property rights and investment as part of a single trade negotiation. A Trade Negotiations Committee was established to manage the overall negotiations and two groups were created to oversee these negotiations: a Group on Negotiations on Goods to oversee the 14 individual groups that negotiate traditional GATT issues, including trade related to investment and intellectual property, and a Group on Negotiations on Services to oversee services negotiations.

The United States has played a prominent role in the negotiations, participating fully in the activities of the 15 negotiating groups dealing with various issues. Progress was made in many important areas, but critical issues, especially reform in agriculture, remained. Though originally scheduled to be concluded in Brussels in December 1990, the Round was extended to provide more time to reach a successful conclusion.

On December 20, GATT Director General Arthur Dunkel issued a "draft final act" to complete the Uruguay Round; market access commitments for goods and services were not included. The "draft final act" was a combination of negotiated texts and compromise solutions developed by negotiating group chairmen or by Dunkel himself. The U.S. initial assessment of the Dunkel text found that, while not perfect, it provided a basis for concluding the Uruguay Round. The U.S. final assessment of the Uruguay Round agreements awaited the negotiation of com-

mitments for market access liberalization in goods and services, including financial services.

The Uruguay Round, in its final critical stage, is the United States' top trade priority. The United States made it clear that, at a minimum, it wanted comprehensive reform of agricultural trade, expanded market access for goods and services, greater discipline over trade-distorting subsidies, meaningful discipline in the "new areas" (intellectual property, services and investment) and more complete integration of developing countries into the global trading system.

Like previous rounds, the Uruguay Round included a challenging set of negotiations on market access—tariffs and nontariff measures restricting trade. The United States offered to cut tariffs by more than 40 percent, exceeding the 33 percent target set for the Round. The United States continued to pursue its proposal to slash tariffs to zero in nine important, heavily traded sectors: electronics, pharmaceuticals, wood products, steel, paper, nonferrous metals, construction materials, fish and beer. Efforts to improve market access included negotiations to reduce barriers to trade in tropical products, natural resource-based products and the integration of textiles into a strengthened system of GATT rules.

The United States also expected the final Uruguay Round package to include agreements in new areas of trade—services trade, trade-related investment measures and protection of trade-related intellectual property. The U.S. objective in services was to allow providers of services throughout the world to set up shop in foreign markets and compete like local firms. In the area of investment, the United States proposed prohibiting some investment measures and establishing rules governing the use of others. U.S. goals on intellectual property included higher standards of protection, effective enforcement of those standards and an effective dispute settlement mechanism.

A top priority for the United States was agreement on new market-oriented rules to reduce, and ultimately eliminate, the host of government measures which distorted world trade in agriculture. The United States took the position that fundamental agricultural reform could only be achieved through negotiation of specific commitments to reduce barriers to market access, export subsidies and trade distorting internal supports, and an agreement on sanitary and phytosanitary measures.

Finally, the United States hoped to gain agreement on improved GATT rules for tighter discipline on subsidies and

trade restrictions for balance-of-payments reasons, stronger dispute settlement procedures and greater commitment by developing countries to GATT rules. The United States strongly pressed its goal of achieving one set of trading rules for all GATT members, including the developing world.

Part 4



Social and Humanitarian Issues

The Third Committee of the General Assembly is responsible primarily for cultural, humanitarian and social affairs. In 1991 the Third Committee covered the issues of electoral assistance, crime, drug control programs, human rights, racism, self-determination, advancement of women, social development and refugees. A major U.S. initiative resulted in passage of a strong resolution establishing a focal point in the UN Secretariat for electoral assistance. The Committee also passed resolutions strengthening the newly established UN International Drug Control Program (UNDCP) in Vienna and recommending that ECOSOC establish a UN Crime Commission.

The Third Committee also considered questions on human rights as well as on racism, refugees, narcotics, the status of women, social development and crime. It adopted resolutions on the human rights situations in Myanmar, Iraq, occupied Kuwait, El Salvador, Haiti and Afghanistan. The United States joined 57 other nations in sponsoring one resolution covering assistance to refugees, returnees and displaced persons in Africa. In past years, the General Assembly had adopted multiple resolutions covering specific refugee problems across the African continent; the United States had long advocated melding these into one comprehensive resolution.

In the Second Committee the United States joined consensus on a number of resolutions calling on the world community to provide increased assistance to developing countries in difficult economic circumstances and those hard hit by natural disasters. Among these were Somalia, Angola, Liberia and Haiti. The United States, however, cast a negative vote on three resolutions on Palestinian issues. These resolutions contained unwarranted criticisms of Israeli land, water and settlement practices and other actions which were alleged to have hindered economic development in the regions inhabited by the Palestinians. The language of the resolutions also implied Palestinian statehood.

The President of the General Assembly created a special working group to draft a major resolution on strengthening the

coordination of UN humanitarian emergency assistance. The resolution, passed by consensus, created a high-level coordinator to be appointed by the Secretary General, a central emergency revolving fund and a Standing Inter-Agency Committee to improve the UN ability to respond to natural and man-made disasters.

Crime Prevention and Control

A milestone was achieved during 1991 for the UN program on crime prevention and criminal justice with the recommendation to ECOSOC by the General Assembly that a new UN Commission on Crime Prevention and Criminal Justice be established. This new intergovernmental body will serve as a functional commission of ECOSOC to take over the crime program activities from the Committee on Crime Prevention and Control, which was dissolved.

The movement for creation of the new commission was led by the United States and other member states in order to establish genuine governmental supervision of the UN crime program. These states felt that crime prevention and criminal justice were inherently governmental activities, and that governments should therefore have direct involvement in setting priorities for the UN crime program and in formulating any future standards and norms in those areas.

UN crime program activities during 1991 were mandated by General Assembly resolution 45/108 of December 1990. This resolution, entitled, "Review of the function and program of work of the United Nations in crime prevention and criminal justice," called for an intergovernmental working group to elaborate proposals for a more effective crime prevention and criminal justice program. Later, proposals of the intergovernmental working group were to be considered by a ministerial-level meeting of all concerned states, whose recommendations would in turn be referred to the 46th General Assembly for action.

Intergovernmental Working Group. The IWG on the Creation of an Effective International Crime and Justice Program met in Vienna on August 5-9. It consisted of delegations from 29 countries chosen proportionally from the five UN regional groups. The U.S. Delegation was made up of participants from the Departments of State and Justice.

Primary U.S. goals for the IWG were replacement of the Crime Committee with a functional ECOSOC commission of governmental delegations, and modification of the role of the

UN crime congresses which have met every 5 years. In the past, these congresses had reported directly to the General Assembly in a legislative and policy-making capacity; the United States sought to ensure that any future congresses would deal only with topics supplied by the new intergovernmental commission and report back to the commission. Both goals, shared by most of the Western delegations, were accomplished in a draft resolution which the IWG, by consensus, referred to the later ministerial meeting for endorsement and transmission to the General Assembly. The IWG also agreed that the reformed UN crime program, truly supervised for the first time by the member states through the new commission, would focus on practical activities beneficial to both developed and developing countries, rather than on drafting more new models and other international instruments.

Paris Ministerial. The ministerial meeting on reform of the UN crime program was held in Versailles, France, November 21–23. In statements before the ministerial meeting and in active bilateral consultations, members of the U.S. Delegation from the State and Justice Departments lobbied other delegations to endorse IWG recommendations as presented to them and to agree to establishment of the new commission as soon as possible. Although some delegations sought to maintain a consultative group of independent experts and to hold a final meeting of the Crime Committee during 1992 as scheduled, the United States and others opposed such attempts on the grounds they would deprive the new commission of financial resources needed for an early start to its practical activities.

In the end, consensus was achieved at the ministerial on a draft UN General Assembly resolution which would result in the dissolution of the UN crime committee and cancellation of its 1992 session, establishment of the new commission with sessions to be held annually, beginning in 1992, election of the 40 member states by ECOSOC early in 1992, redeployment of necessary funds during the 1992–1993 biennium, and limitation of the future role of independent experts and the crime congresses. The General Assembly, in turn, adopted the proposed resolution by consensus on December 18. (Resolution 46/152.)

Drug Abuse Control

The United States continued to pursue key international drug control goals through important initiatives in the General Assembly and other UN fora in 1991. The year's focus was on finalizing the structure and governance of the new UN Interna-

tional Drug Control Program (UNDCP). The main thrust of the restructuring was to integrate three previously existing UN drug control bodies (the Division of Narcotic Drugs, the UN Fund for Drug Abuse Control and the Secretariat of the International Narcotics Control Board) based in Vienna, into a single program. Under the leadership of a single Executive Director, the UNDCP was expected to become a more efficient and effective organization.

UN International Drug Control Program

Under the mandate of UN General Assembly resolution 45/179 of 1990, the UN International Drug Control Program (UNDCP) came into being on January 1, 1991. Effective March 1, Giorgio Giacomelli (Italy) was appointed Executive Director, with rank of Under Secretary General. Under his leadership, the three existing drug bodies were combined into a single program with four substantive sub-parts: Treaty Implementation and Legal Division, Division for Operational Activities, Technical Services Division and Inter-Organization Cooperation Division.

Major U.S. goals were met during the restructuring process. Primarily, the United States sought to ensure a consolidated organizational structure for UN drug control programs, which, at the same time, would serve as central coordinator for international narcotics control activities within the UN system. In the process, requirements were met from all previous drug control mandates and treaties. The restructuring ensured that UNDCP would have adequate financial resources, within existing UN regular budget resources, and provided for the new Executive Director to have adequate managerial control and flexibility, including control over voluntary finances. Although a voluntary fund was established to replace UNFDAC, the UNDCP gained the ability to mobilize and diversify its sources of voluntary funds. Lastly, the technical independence of the International Narcotics Control Board was retained.

During the year, the UNDCP continued many of the important programs undertaken by the previous three units. UNDCP programs emphasized practical, technical and scientific assistance to member states. The Program continued its work to implement the International Drug Abuse Assessment System (IDAAS), a U.S. initiative made possible by a special contribution from the Department of State. This system would enable the UNDCP to analyze drug abuse data at national, regional and

international levels, and facilitate worldwide cooperation in this area.

UNDCP also continued to expand its work in accordance with the 1988 UN drug trafficking convention. It helped member countries amend domestic legislation to promote rapid ratification and implementation of this important measure.

UNDCP Fund for Drug Abuse Control

The UNDCP Fund for Drug Abuse Control (formerly UNF-DAC) expanded program activities during 1991. About 170 technical cooperation projects were undertaken in 60 countries. In addition, the fund supported 55 global or regional projects. Increased voluntary contributions enabled the fund to enlarge its programs worldwide. Activities focused on reducing the supply of and demand for illicit narcotics, strengthening drug control measures (including law enforcement), and research. The majority of the fund projects were concentrated in the major drug producing areas of Latin America and Asia.

Fifty-seven countries pledged and/or contributed \$76 million in 1991 to the fund. The United States pledged \$4.51 million. The budget of the program from voluntary sources was \$71 million. According to UNDCP, the fund spent an estimated \$56 million in 1991 on a variety of drug-related activities, including crop replacement or alternative development in narcotics producing regions, training and provision of drug law enforcement equipment, drug prevention education and information, and treatment and rehabilitation of drug-dependent persons.

During 1991 the fund continued to develop joint operations between bordering states to attack production and trafficking problems. This more comprehensive, subregional strategy had been endorsed by the UN General Assembly's 1990 special session on narcotics as part of the UN Global Program of Action on drugs. Numerous subregional initiatives were launched, including joint programs between Myanmar and Thailand, and Myanmar and China.

The United States continued to play a leadership role in guiding the work of the fund. The United States targeted its 1991 contribution on projects that supported the subregional strategy approach.

International Narcotics Control Board

The 1991 report of the International Narcotics Control Board (INCB), issued in January, assessed general trends in trafficking,

abuse and licit and illicit production. In its report, the Board noted that while there had been some encouraging developments, the worldwide drug abuse situation remained grave. Traffickers were expanding their operations into new countries and territories. The cost of human suffering had been magnified by the spread of HIV infection through intravenous drug use. A major positive development was the increase in the number of parties to the 1961, 1971 and 1988 conventions. The Board proposed to send missions to some countries whose laws do not appear to conform to articles of these conventions.

The Board again stressed that the response of the international community to the worldwide threat had to be even stronger, more comprehensive and more innovative. The INCB suggested that special emphasis be given to measures which would reduce demand, stop all illegal activities of drug traffickers, allow for environmentally safe destruction of narcotic drugs, provide rural development assistance for cultivators of illicit crops to make a living through licit means, and expand market possibilities and establish fair export prices for alternative economic activities.

The INCB welcomed establishment of the International Drug Abuse Assessment System (IDAAS), and said such a central source of information was vital to stopping drug abuse and trafficking. The Board again emphatically rejected the views of those who urged legalization of illicit drugs for nonmedical purposes, saying such an approach would undoubtedly lead to an increase in abuse, drug-related deaths, soaring health care costs, destruction of families and the erosion of basic values.

Commission on Narcotic Drugs

The 34th session of the 40-member Commission on Narcotic Drugs (CND) took place in Vienna from April 29 to May 9. The CND approved 10 draft resolutions forwarded for ECOSOC consideration, as well as 7 resolutions and 4 decisions that did not require ECOSOC action.

An ongoing responsibility of the CND is to place narcotic drugs and psychotropic substances under the international control provisions of the Single Convention on Narcotic Drugs and the Convention on Psychotropic Substances. In 1991 the CND voted to transfer delta-9-tetrahydrocannabinol (also referred to as delta-9-THC) and its stereochemical variants from Schedule I to Schedule II of the Convention on Psychotropic Substances, 1971, and to delete N, dimethylcyclohexaneethylamine (also

referred to as propylhexedrine) from Schedule IV of the Convention on Psychotropic Substances, 1971. In addition, the CND decided to terminate the exemption by the Government of the United States of 55 preparations containing butalbital from certain control measures provided in the Convention on Psychotropic Substances, 1971.

At the 1991 session of the CND, attention was focused on enhancing the role of the Commission in relation to the new UNDCP. In its resolution 45/179, the General Assembly requested the CND to consider ways to improve the functioning of the Commission as a policy-making body. The Executive Director of UNDCP was asked to ensure coordination, complementarity and nonduplication of effort in drug control activities across the UN system. He also was asked to increase cooperation with international financial institutions and intergovernmental organizations. All governments were urged to provide the fullest possible support to UNDCP, and the UN Secretary General was asked to provide appropriate financial resources to enable UNDCP to perform its functions effectively.

ECOSOC Consideration

At the resumed spring session of ECOSOC in early May, 12 draft resolutions and 2 draft decisions concerning drug control were approved. Resolutions were adopted that called for control of precursor chemicals, prevention of illicit substances from diversion into the illicit market and implementation of the IDAAS, increased attention to demand reduction and to drug law enforcement in the Near and Middle East.

ECOSOC also decided to increase membership of the CND from 40 to 53. The 13 new seats were allocated to geographic regions in proportion to their membership in the United Nations. The Western European and Others Group (WEOG) received one seat, Asia three, Latin America (GRULAC) three, Africa four, Eastern Europe one, and Asia and Latin America one seat to rotate between them. Elections for these 13 seats were to be held at the ECOSOC's organizational session in early 1992.

Statements during the debate emphasized UN achievements in the area of international narcotics control. The U.S. Representative stressed the priority the United States placed on this issue and the importance of the UN role. She said that the United States was undertaking a full range of drug control activities, as outlined in President Bush's National Drug Control Strategy.

General Assembly Action

Discussion of international narcotics control issues at the 46th General Assembly focused on completing the structure of UNDCP. Both the Third and Fifth Committees developed resolutions on the subject. Five UN General Assembly resolutions were adopted, all by consensus:

- Resolution 46/101 urged respect for principles enshrined in the UN Charter and international law in the fight against drug abuse and trafficking.

- Resolution 46/102, cosponsored by the United States, called on states to continue to implement the broad range of drug control activities outlined in the Global Program of Action approved by the 44th General Assembly, and asked the United Nations and its relevant bodies to cooperate with and assist member states in this work.

- Resolution 46/103 called upon the United Nations and the international community to take various actions to stop drug abuse, and it requested the CND to consider recommendations of an Intergovernmental Expert Group to Study the Economic and Social Consequences of Illicit Traffic in Drugs, with a view to recommending appropriate follow-up activity.

- Resolution 46/104, also cosponsored by the United States, welcomed the integration of the three Vienna-based drug bodies into a single drug control program and requested the restructuring process be completed as soon as possible so that UNDCP could fulfill its mandates. The resolution emphasized the need for the Executive Director of UNDCP to have managerial flexibility so that he could effectively and expeditiously discharge the functions of the Program. It also asked the CND to give policy guidance to UNDCP and to monitor its activities.

- Resolution 46/185 (C) (XVI) formally established many of the budgetary and administrative tools needed by UNDCP to carry out day-to-day operations. This measure established the fund of the UNDCP as a fund for financing operational activities, authorized the CND to continue its role as the policy-making body on drug control issues within the UN system, empowered the CND to approve the budget of the UNDCP, noted the Secretary General's intention to establish financial rules with which to govern the program, and placed the financial accounts under the direction of UNDCP's Executive Director. Decisions on personnel arrangements were postponed to 1992.

Speaking in support of the UN's restructuring efforts, the U.S. Representative told the Assembly that:

Our goal in creating a new drug structure for the United Nations is to strengthen the UN international narcotics control programs. In addition, we hope that the new organization will energize the entire UN system to work more effectively against the threats posed by narcotics. What we seek is a dynamic organization that can be a focal point for coordinating and providing effective leadership for UN drug control activities. I have been very pleased with the progress that the UNDCP's Executive Director has made in this direction.

The U.S. Representative noted that the 1988 UN Convention Against Illicit Traffic in Narcotic Drugs and Psychotropic Substances was a good example of the UN accomplishments in the drug field. He encouraged states that had not yet done so to quickly ratify and provisionally implement this important law enforcement instrument. At the end of 1991, 54 states had ratified the treaty.

Office of the UN Disaster Relief Coordinator

The UN Disaster Relief Office (UNDRO), subsequently renamed the Office of the UN Disaster Relief Coordinator, was established in 1972 to mobilize relief more rapidly; coordinate it more systematically among existing agencies and voluntary organizations; and reduce waste, duplication and failure in the supply of essential items. UNDRO was also given responsibility for improving contingency planning and disaster preparedness worldwide and for harnessing modern scientific and technological knowledge to prevent and mitigate disasters.

UNDRO's mandate is threefold: to mobilize, direct and coordinate relief activities among organizations of the UN system; assist governments of stricken countries to assess relief needs, disseminate that information, and coordinate the donor responses; and promote disaster prevention and preparedness activities. Disaster relief coordination is the core of UNDRO's activity and receives the highest priority in allocation of resources.

The Geneva-based organization is headed by the UN Disaster Relief Coordinator. The Coordinator's term normally is coterminous with that of the UN Secretary General; the current UNDRO coordinator is M'hamed Essaafi (Tunisia). UNDRO also maintains a liaison office in New York. UNDRO does not have its own separate governing body.

UNDRO matters are discussed biennially in ECOSOC. They were discussed at the 1991 ECOSOC summer session, and at the 46th General Assembly. UNDRO conducts biennial meetings of national emergency relief services (NERS), which consist mostly of technical discussions, but also touch on UNDRO's role and performance. Its budget is set biennially by the Fifth Committee of the General Assembly, in the context of the overall UN budget, and for the 1992-1993 biennium it was allocated approximately \$8 million. In addition to the regular budget, UNDRO maintains four extrabudgetary trust funds—for Disaster Relief, Disaster Mitigation, Strengthening of UNDRO and Program Support—supported by voluntary contributions from donor countries.

The United States did not contribute to the Disaster Relief Fund in 1991, although it contributed to disaster relief through other UN agencies and through bilateral disaster assistance. U.S. contributions to the trust fund to "strengthen" UNDRO were discontinued in the 1980s. The United States was concerned that additional U.S. contributions would not be effectively used since, at that time, UNDRO was experiencing problems that had resulted in a serious decline in its performance.

Reform Effort

In response to years of criticism and assessments that UNDRO was not fulfilling its primary mission of coordinating UN assistance in disaster relief operations, a donor study in 1986 recommended the UN Development Program (UNDP) take over UNDRO functions. The UN Secretary General, electing instead to retain UNDRO as a separate entity, established a joint UNDP/UNDRO task force to make recommendations for closer cooperation. The task force submitted its report, which the United States supported, to the General Assembly in 1988.

UNDRO has worked with UNDP to implement recommendations of the task force both at headquarters and field levels. At the headquarters level, work was completed in 1990 on a joint UNDRO/UNDP disaster management manual, which was being reviewed by field missions prior to adoption in 1992. In addition, a Disaster Management Training Project was being jointly implemented by UNDRO and UNDP. The first group of UN trainees participated in a workshop held at the University of Wisconsin in January. At the field level, UNDP resident representatives have had long-standing responsibility for disaster-related activities concerned with relief operations, prevention

and mitigation, as well as preparedness plans and programs. In addition, UNDP has joined other UN agencies in creating its own emergency unit to direct relief activities.

Humanitarian Assistance

Spurred in 1991 by the experience of the aftermath of the Gulf war and a devastating cyclone in Bangladesh, the United States and other countries focused attention throughout the year on resolving long-standing problems in disaster relief coordination. The result should be a greatly strengthened UN capacity for responding to emergencies, including improved logistical support from UNDRO to better coordinate the overall UN response.

During the early part of the year, donor countries, including the United States, and UN agencies circulated informal papers that recommended elements for change in the way the UN system responded to emergencies. Lengthy debate took place at the 1991 summer ECOSOC session in Geneva, and led to further discussion at the 46th UN General Assembly in New York. The Assembly formed a working group to draft a resolution outlining necessary changes, and, in December 1991, it adopted resolution 46/182, entitled "Strengthening of the coordination of humanitarian emergency assistance of the United Nations."

The resolution recommended designation by the Secretary General of a new high-level coordinator responsible for preventing, preparing for and responding to emergencies. The coordinator is to process requests for emergency assistance requiring a coordinated response; coordinate early warning systems; organize needs assessments missions; facilitate access by operational organizations to emergency areas; manage a central emergency revolving fund (to be established at a level of \$50 million, through voluntary contributions); serve as a central focal point with governments and nongovernmental organizations (NGOs); and promote a smooth transition from relief to rehabilitation and reconstruction operations.

This high-level coordinator would combine some functions recently carried out by special representatives of the Secretary General in major and complex emergencies, as well as by the UN Disaster Relief Coordinator (the head of UNDRO). The resolution indicated that the high-level coordinator will be supported by a Secretariat based on a strengthened UNDRO which would also service an Inter-Agency Standing Committee. The Committee, to be called together in the event of a major emergency,

would include all operational UN organizations and would issue a standing invitation to the ICRC, IFRC, IOM and any relevant NGOs.

Relief and Assistance

Throughout the year, UNDRO was involved in relief and assistance activities in many areas affected by natural or man-made emergencies. New activities in response to relief needs were carried out in the Middle East/Persian Gulf, Ethiopia/Djibouti, Somalia (civil strife); Pakistan, Panama, U.S.S.R., Afghanistan, India, Yemen, Romania (earthquakes); Iran, Malawi, Uruguay, Jamaica, China, Afghanistan, Bangladesh, Benin, Myanmar (formerly Burma), Romania, Cambodia (floods); Bangladesh, Maldives, Vietnam, Philippines, Samoa (cyclones); Peru, Colombia, Ecuador (cholera); and Philippines, Indonesia, Chile (volcanic eruption). Ongoing assistance was continued in Lebanon, Liberia, Sierra Leone, Persian Gulf region (all due to civil strife); Peru and Costa Rica (drought and earthquake).

Relief efforts in the Persian Gulf were closely linked with those of UNICEF, UNDP, WFP and UNHCR. In that emergency, UNDRO supported the Secretary General's Executive Delegate for humanitarian assistance to the Gulf by convening interagency meetings, holding public information sessions, issuing a consolidated appeal and providing periodic situation reports and financial statements on the UN relief effort. As lead agency for coordination, UNDRO worked closely with the UN agencies, local authorities and representatives of the international donor community to ensure unified action. The United States strongly supported this arrangement, and encouraged the UN agencies to utilize UNDRO's capabilities.

The Persian Gulf situation illustrated UNDRO's increasingly important role in international information exchange, one that will continue to grow with implementation of UN General Assembly resolution 46/182. UNDRO continued to develop its UN International Emergency Network (UNIENET), which provided background and operational disaster-related information to experts around the world. Subscribers included other UN agencies, governments and NGOs.

For disaster preparedness and prevention, UNDRO participated in and cosponsored studies, seminars, missions and projects dealing with seismic risk reduction, disaster mitigation, information systems development, tropical cyclones, mudflow prevention and disaster management training. During 1991, UNDRO carried out projects in disaster mitigation in 17 coun-

tries plus the Caribbean and Mediterranean regions. Two inter-regional training seminars on disaster preparedness and geological/geophysical hazard assessment were held in the Soviet Union. Technical publications accompanied many of these programs.

UNDRO sponsored and participated in a number of international conferences. An International Search and Rescue Workshop, held in April in Austria, reviewed draft protocols for cooperation among search and rescue teams around the world. The inaugural meeting of the International Search and Rescue Advisory Committee (INSARAC) was held in Germany in December. In May, UNDRO helped organize the International Conference on Disaster Communications in Tampere, Finland—a follow-on to the UNDRO-sponsored Geneva Conference on Disaster Communications held in 1990.

National Emergency Relief Services

In October 1991, UNDRO hosted the fourth meeting of Officials in Charge of National Emergency Relief Services (NERS IV). Mrs. Marilyn Quayle headed the U.S. Delegation. NERS IV provided another useful forum for discussion of technical cooperative efforts and UNDRO's role in the international relief scene. Key issues addressed in the meeting included the strengthening of UNDRO (prologue to the General Assembly debate), the status of the UNDP/UNDRO Disaster Management Training Program, telecommunications, search and rescue, stockpiles, early warning systems, NGO cooperation and the International Decade for Natural Disaster Reduction (IDNDR). The U.S. Delegation reiterated previous offers to provide short-term advisors to assist in disaster relief field operations.

Decade for Natural Disaster Reduction

UN General Assembly resolution 44/236 of 1989 proclaimed the 1990s as the International Decade for Natural Disaster Reduction (IDNDR) and adopted an International Framework for Action for the Decade. The International Framework called on governments to participate in concerted international action and to formulate policy measures, including the establishment of "national committees," to fulfill Decade goals and objectives. IDNDR goals included improving country capacity to mitigate the effects of natural disasters; devising guidelines and strategies for applying scientific/technical knowledge; and disseminating technical information and developing measures for assessment, prediction and mitigation of natural disasters,

including technology transfer, demonstration projects and training.

The person responsible for coordinating Decade activities is the IDNDR Director, assisted by a Special High-Level Council, a Scientific and Technical Committee and a small secretariat. Funding for all three groups comes from the IDNDR Trust Fund, which receives voluntary contributions from governments or international organizations.

The Scientific and Technical Committee (STC) held its first two sessions in March (Germany) and September (Guatemala), and the United States participated in both. This experts committee reviewed over 100 project proposals to develop a program plan for the Decade. At the second session the STC reviewed the work of national IDNDR committees, invited the General Assembly to endorse the natural disaster reduction targets it adopted for the Decade, and called for a world conference on natural disaster reduction for 1994.

In September the IDNDR announced the composition of the Special High-Level Council, which included Mrs. Marilyn Quayle among its 12 members. At the inaugural session of the Council on IDNDR Day, October 9, in New York, Mrs. Quayle stressed the importance of private sector involvement in disaster reduction, particularly from the corporate world. She also noted the utility of the Council in assisting coordinative relief and reduction efforts. The Council produced a declaration that called on academia, voluntary organizations, commerce and industry as well as governments to contribute to disaster mitigation. It urged countries to form national IDNDR committees and to include disaster mitigation in their development plans. Those countries with resources are asked to help less affluent countries and to contribute to support of the IDNDR.

The United States cosponsored General Assembly resolution 46/149, adopted in December, which endorsed the High-Level Council's Declaration and the Scientific and Technical Committee's proposal for the 1994 conference, and reiterated appeals to donors for contributions to the IDNDR Trust Fund.

UN High Commissioner For Refugees

The mandate of the Office of the UN High Commissioner for Refugees (UNHCR), organized in 1951, provides for the legal protection of, and material assistance to, refugees, and promotes permanent solutions for refugee problems. Such responsibilities are carried out on behalf of persons outside their country of

nationality because of a well-founded fear of persecution by reason of race, religion, nationality, membership in a particular social group, or political opinion and, because of such fear, are unable or unwilling to avail themselves of the protection of the government of that country. The international protection of refugees includes ensuring that they are granted (political) asylum, that those who wish to return voluntarily to their country of origin may do so without penalty for having fled, and that no refugee is forcibly returned to his/her country of origin. The UNHCR also is concerned with providing basic care and maintenance for refugees, including meeting emergency needs, and with protecting the refugees' right to work, to practice their religion and to receive social benefits under the law.

The Executive Committee of the UNHCR meets annually in Geneva to review its work and approve the budget. The current High Commissioner is Sadako Ogata (Japan).

General Assembly Issues

Four resolutions were introduced in the Third Committee: "Assistance to refugees, returnees and displaced persons in Africa," "Office of the High Commissioner for Refugees," "International Conference on Central American Refugees" and "Enlargement of the Executive Committee of the Program of the UN High Commissioner for Refugees." All four were adopted without a vote. The United States cosponsored the first two and joined consensus on the others.

Passage of resolution 46/108 on "Assistance to refugees, returnees and displaced persons in Africa" was significant. It covered refugee-related issues in Liberia, Somalia, Chad, Djibouti, Malawi, Sudan, Ethiopia and southern Africa, requesting the Secretary General prepare a comprehensive report on these issues for the next General Assembly. In previous years the Third Committee dealt with these issues by adopting multiple separate resolutions requesting multiple separate reports. The United States has always held that combining these resolutions would improve UN efficiency by reducing duplication in the workload.

Reflecting growing UNHCR emphasis on repatriation programs for refugees, resolution 46/106 on the Office of the UN High Commissioner for Refugees stressed the importance of addressing root causes of refugee movements in the effort for durable solutions to refugee problems. The resolution also endorsed several actions taken by the Executive Committee of UNHCR during 1991, including creation of a new position of

coordinator for refugee children within UNHCR and establishment of guidelines on protection of refugee women. The United States supported all these initiatives.

Although the United States does not generally support expansion of governing bodies of international organizations, it joined the consensus on resolution 46/105 entitled "Enlargement of the Executive Committee of the Program of the UN High Commissioner for Refugees" because two especially significant countries—Hungary and Ethiopia—were involved. Hungary was the first Eastern European state to apply for membership on UNHCR's Executive Committee. Ethiopia had been an important refugee producing and receiving nation, and had become a primary focus of repatriation efforts.

In her statement before the Third Committee, the U.S. Representative to the Third Committee commended UNHCR for progress in 1991 on emergency preparedness, voluntary repatriation, and programs for refugee women and children. She commended the Executive Committee for doubling the Emergency Fund from \$10 million to \$20 million. For UNHCR voluntary repatriation programs to be successful, she emphasized, other UN agencies must play their part to ensure returnees can become self-reliant after they return to their country. Finally, she called on UNHCR to increase female representation on its staff, in order to better implement newly established guidelines for refugee women and children.

Programs

Donors contributed \$903.8 million to UNHCR programs in 1991. Expenditures included \$379 million for General Programs and \$427.6 million for Special Programs. The United States contributed \$197.6 million in support of UNHCR calendar year 1991 assistance programs worldwide.

Africa

UNHCR completed programs repatriating more than 50,000 Ethiopians from Sudan and over 2,000 Namibians from Zambia. It also took the first steps toward instituting programs to repatriate an estimated 300,000 Angolans, 250,000 Eritreans and 30,000 South Africans. UNHCR repatriation programs remained on hold for Liberian, Somali and Angolan refugees due to insecure conditions in those countries.

Refugees and displaced persons fleeing famine and civil war-induced famine continued to make the Horn of Africa a major focus for UNHCR. A special UN appeal raised \$120.2 million for

humanitarian relief operations in Ethiopia, Eritrea, Sudan, Somalia, Kenya and Djibouti. UNHCR statistics indicated more than 1.8 million refugees or returnees in these countries at the end of 1991.

Asia

The region-wide population in UNHCR camps at the end of 1991 was 111,000. In addition, there were some 330,000 Cambodians in camps managed by the UN Border Relief Operation (UNBRO). The Comprehensive Plan of Action (CPA) adopted in 1989 continues to increase the number of Vietnamese repatriating voluntarily to their country and the number of Vietnamese departing legally to the United States via the Orderly Departure Program (ODP). From the CPA's adoption until 1991, some 20,000 people had voluntarily repatriated, with UNHCR projecting the total for 1991 at 12,500—almost double the 1990 figure. In the final quarter of 1991, over 23,000 left Vietnam through the ODP, while only 681 Vietnamese boat people arrived at first asylum countries in the region.

Despite this success, problems remained. Arrivals to Hong Kong tripled to more than 20,000 in 1991. Current screening statistics indicate that claims to refugee status of at least 55,000 of the estimated 64,000 Vietnamese remaining in Hong Kong camps and detention centers at the end of 1991 would be turned down.

A Paris International Peace Conference agreement signed October 23 set the stage for repatriation of Cambodian refugees in Thailand. The United States contributed \$5 million toward the UNHCR repatriation plan, scheduled to begin in 1992. In 1991 UNHCR also organized repatriation of 2,199 Laotian refugees.

Europe

The collapse of communism in Eastern Europe and the former Soviet Union resulted in profound internal changes in those countries. Ethnic rivalries, new nationalist stirrings, and economic dislocations helped generate the largest number of European refugees and displaced persons since World War II.

In Yugoslavia alone, more than 500,000 people fled their home republics when civil war erupted in the wake of announced intentions of Slovenia and Croatia to seek independence. UNHCR and UNICEF issued a joint appeal in November, and by the end of the year had collected about \$9 million for relief efforts in Yugoslavia. The President on December 17 authorized disbursement of \$7 million from the Emergency Ref-

ugee and Migration Assistance fund to UNHCR and the International Committee of the Red Cross (ICRC) for assistance to refugees and displaced persons in Yugoslavia. At year's end, UNHCR was gradually assuming responsibility from the ICRC for support of internal refugees within Yugoslav borders.

The United States also gave UNHCR \$1.8 million for use in an emergency program for Yugoslav refugees in Hungary. The Italian Government and private organizations took the lead in caring for an estimated 50,000 Albanians who fled to Italy during the summer, minimizing UNHCR's role. During the year, UNHCR began to seek agreements with new Commonwealth of Independent States (CIS) Governments to educate them about refugee-related issues and strengthen their capacity to respond to emergency population flows.

Latin America

UNHCR assisted approximately 123,000 refugees in the region in 1991, and continuing regional peace efforts and interagency cooperation through the International Conference on Central American Refugees (CIREFCA) made for further progress toward durable solutions. Repatriation work continued, with almost 60,000 Nicaraguans and Salvadorans returning to their countries. The High Commissioner closed the last Nicaraguan refugee camp in Costa Rica in November and most remaining camps in Honduras were also closed. The Government of Guatemala signed a letter of understanding with UNHCR regarding repatriation of 30,000 Guatemalan refugees in Mexico, but UNHCR's plan to carry this out will not be put into effect until late 1992, at the earliest.

In November, as the number of boat people leaving Haiti increased dramatically, UNHCR worked with the United States and the Organization of American States (OAS) to promote and identify third country safehavens for Haitians rescued at sea. In December UNHCR organized and oversaw voluntary repatriation of 177 Haitians from camps in Honduras and Venezuela.

Southwest Asia, North Africa and the Middle East

The Gulf War posed the greatest challenge in UNHCR's 40-year history. At the beginning of April, UNHCR was assisting 50,000 people who had fled Kuwait and Iraq. Two weeks later, Iraqi Government internal repression caused the number to skyrocket to 560,000. By mid-May, 1.9 million Iraqis had either fled to Iran and Turkey, or were camped in mountains along the Iraqi-Turkish border. By the end of August, less than 70,000 refugees remained in camps outside Iraq, but UNHCR continued to

provide emergency assistance to more than 500,000 displaced persons inside Iraq.

UNHCR was given the lead role in a joint UN Humanitarian Plan of Action to respond to this crisis. Under an appeal issued by the UN Executive Director for this plan, UNHCR spent \$120 million on Gulf operations. The United States contributed \$50.6 million to fund UNHCR programs. At year's end, 232 UNHCR personnel were working in Iraq, 55 in Iran, and 22 more in Turkey.

Under joint programs with the Government of Pakistan, UNHCR continued to provide food, shelter, health care and vocational training to some 3 million Afghan refugees. Some 200,000 Afghans returned home in 1991 under UNHCR's voluntary repatriation program.

UNHCR predicted the return of 400,000–500,000 Afghans in 1992 under this repatriation program. Significant developments in the UN-brokered Afghan conflict resolution process in 1991, reinforced by the January 1, 1992, cessation of U.S., Soviet and international arms supplies to the various parties, are expected to lead to even higher levels of voluntary repatriation. UNHCR continued to work inside Afghanistan to assist Afghans returning from Iran as well as with the Office of the Coordinator for UN Humanitarian and Economic Assistance Programs Relating to Afghanistan (UNOCA) on rehabilitation and reconstruction activities in Afghanistan.

In 1991 the United States contributed \$14.6 million to UNHCR's refugee program in Pakistan, bringing total U.S. contributions since 1980 to more than \$242 million.

UN Security Council resolution 690, adopted April 29, created a Mission for the Referendum in Western Sahara (MINURSO). The settlement plan it called for included a UNHCR voluntary repatriation program for Western Saharans eligible to vote in the referendum scheduled for 1992. A dispute over determination of those eligible to vote prevented progress on the repatriation program in 1991.

Other Social Issues

World Summit on Social Development

Economic and Social Council decision 1991/230, adopted on May 30, requested the Secretary General to carry out consultations with all member states on the possibility of convening a world summit for social development and reporting back to

ECOSOC at its regular session of 1992. The 46th General Assembly, without a vote, adopted a resolution on "Social Development" (Resolution 46/139), which welcomed the decision, called upon member states to cooperate actively in these consultations, and called upon the ECOSOC to make an appropriate recommendation to the next General Assembly.

The United States, believing the decision to hold such a summit should first be vetted through the Commission for Social Development, did not support either the ECOSOC decision or the resolution. Rather than vote against the resolution, however, the U.S. Delegation did not participate in its adoption.

International Plans and Programs of Action

ECOSOC in 1991 referred an omnibus resolution on various social issues to the General Assembly, which adopted it without a vote as resolution 46/90. Entitled "Monitoring of international plans and programs of action in the field of social development," the resolution reaffirmed the validity of the 1987 resolution 42/125 on guiding principles for developmental social welfare policies and programs in the near future. It urged the Secretary General, regional commissions, and member states to translate the recommendations of the guiding principles into social policy activities.

World Social Situation

The General Assembly adopted resolution 46/95, "World social situation," by a vote of 157 to 1 (U.S.), with 5 abstentions. The United States questioned both the relevancy and the language of the resolution, and contended it did not contribute to the improvement of the world social situation in a meaningful way. This resolution was substantially the same as similar resolutions the United States has voted against previously.

Family

The United States strongly supports the protection and strengthening of the family as the basic social and economic unit of society. The 45th General Assembly resolution 45/133, "International year of the family," was adopted in 1990 without a vote. This resolution requested the Secretary General finalize a draft program for the preparation and observance of the International Year of the Family in 1994.

The 46th Assembly adopted resolution 46/92, entitled "Preparation for and observance of the International Year of the Family," without a vote. The resolution endorsed preparations made

to that point, and invited all governments, specialized agencies, regional commissions and intergovernmental and nongovernmental organizations to participate in preparation for and observance of the year.

Aging and Elderly

The United States considers this issue one of the most important in the UN social affairs area, and recognizes the global implications of a growing, aging population. The 46th General Assembly adopted two separate resolutions on aging. The first, entitled "Implementation of the International Plan of Action on Aging and Related Activities" (Resolution 46/91), was forwarded from ECOSOC. It recommended the General Assembly devote four plenary meetings at its 47th session to an international conference on aging, both to commemorate the 10th anniversary of the adoption of the "International Plan of Action on Aging," and to consolidate a set of targets for the year 2001.

The second resolution, "Implementation of the International Plan of Action on Aging: Integration of the Elderly in Development" (Resolution 46/94), focused on the elderly in development. It called for celebrating October 1 as International Day for the Elderly.

Disabled

The United States supports UN programs for the disabled and traditionally cosponsors a resolution on the disabled. At the 46th UN General Assembly, the United States cosponsored the resolution entitled "Implementation of the World Program of Action Concerning Disabled Persons and the UN Decade of Disabled Persons" (Resolution 46/96), which was adopted without a vote. The resolution welcomed the offer of the U.S. Government (National Council on Disability) to host an international conference on disability, entitled "Setting National Disability Policies—An Agenda for Action." In addition, to mark the end of the UN Decade of Disabled Persons, the General Assembly decided to devote four of its plenary meetings at the 47th General Assembly to disability.

UN Educational and Training Program for Southern Africa

The UN Educational and Training Program for Southern Africa (UNETPSA) was established by the UN General Assembly in 1967 by integrating earlier special programs to assist per-

sons from Namibia, South Africa, Southern Rhodesia and Territories under Portuguese administration in Africa. Its mandate is to provide comprehensive financial assistance for education and training of students. Program headquarters are in New York, and it is administered by the Secretary General in consultation with the Advisory Committee on the UN Educational and Training Program for Southern Africa. The Advisory Committee, to which the United States belongs, has 13 members.

UNETPSA is financed from a trust fund made up of voluntary contributions by member states, organizations and individuals. For the 1-year period ending August 31, contributions and pledges totaled \$5.9 million. The principal donors were: Japan, \$960,000; Norway, \$953,623; and United States, \$800,000. The Program now grants scholarship assistance only to students from South Africa and, for a transitional period, to students from Namibia.

During 1991 UNETPSA continued to sponsor awards jointly with the Commonwealth Fund for Technical Assistance, which agreed to administer scholarship awards in British Commonwealth countries at a reduced cost to the Program. As a result, 276 students received awards to complete courses through the South African Extension Unit's programs in the Republic of Tanzania. In addition, UNETPSA expanded cooperation on new programs, such as short term training for trade union organizing, administration and management, community development and small business development, for a total of 187 participants.

The Education Development Trust of South Africa and UNETPSA worked together to identify, select and sponsor 68 students from South Africa to pursue studies in Zimbabwe. To increase the number of students in India, UNETPSA initiated arrangements with Educational Consultants Limited of India to administer the placement and counseling of up to 20 students.

The Commonwealth Secretariat has agreed to arrange for vocational training for approximately 75 students through the South African Extension Unit. This includes practical training experience and degree or diploma courses, as well as teacher training of Namibians in India.

UNETPSA has initiated arrangements with the Council on International Programs (CIP), which brought workers and community development professionals to the United States for a 4-month and 12-month work experience with social welfare agencies. CIP has proposed a special program for approximately 20 South Africans to undertake professional work experience.

The United States is a member of the Advisory Committee on UNETPSA, which held two meetings on the development of the Program.

On June 4 the Committee took note of the work plan for 1991-1992, based to a large extent on recommendations of a 1989 evaluation report. In addition, it considered a report by the *ad hoc* Sub-Committee of current and future priority fields of study under the Program. The Sub-Committee found, among other things, that the recommendation that the Program continue to train qualified applicants who are refugees and members of liberation movements, but encourage them to obtain skills that will lead to employment in South Africa and the region, could be implemented without financial implications. It also found that the recommendation that awards for study in Europe and North America should be generally reserved for study at postgraduate level and for other specialized training not available in African and other low-cost countries had no financial implications and might be implemented immediately.

At the meeting, the U.S. Delegation initiated discussion of the purpose of UNEPTSA's existence, and its historical performance, noting that there may soon be no basis for its mandate once apartheid ends in South Africa. New awards were phased out over a 1-year period for former Portuguese colonies as they became independent, and over a 2-year period for Zimbabwe. The phase-out period for Namibia extends until the end of 1992. After that, no new grants will be awarded to Namibians, but current students will continue to be funded until they finish their studies.

Part 5



Human Rights and Fundamental Freedoms

At its 1991 annual spring session in Geneva, ECOSOC adopted 48 resolutions on human rights questions referred to it by subsidiary bodies, in particular the Human Rights Commission. The majority of these were adopted by consensus, but the United States continued to oppose the flawed resolutions it had also opposed in the Commission.

Ambassador J. Kenneth Blackwell was appointed by the President to serve as U.S. Representative to the UN Human Rights Commission (UNHRC) and to head the U.S. Delegation to the 47th UNHRC annual session held January 28–March 8. ECOSOC considered the Commission's report at its first regular session in New York May 13–31. The General Assembly considered a lengthy agenda of human rights issues. The 43rd session of the Commission's expert Subcommission on the Prevention of Discrimination and Protection of Minorities was held in Geneva August 5–30.

Violations of Human Rights in Specific Countries

Examination of violations of human rights in any part of the world is an important recurring topic on the agenda of the Human Rights Commission. Coming as it did at the height of the Gulf crisis, the Commission paid particular attention to the human rights situation in Iraq and occupied Kuwait. The Commission adopted strong condemnatory resolutions on human rights in occupied Kuwait and in Iraq itself. The resolution on occupied Kuwait cited the many human rights violations committed by Iraqi forces during their occupation of Kuwait and called for a special rapporteur to be named to study and report on the situation to the General Assembly and the next Commission session. It was adopted by a vote of 41 (U.S.) to 1. (Resolution 1991/67.) Resolution 1991/74, which called for a special rapporteur to prepare reports for the General Assembly and the next Commission session on Iraqi Government violations of the

human rights of the peoples of Iraq, was adopted by a vote of 30 (U.S.) to 1, with 10 abstentions.

In the public debate on human rights violations in specific countries, the U.S. Head of Delegation presented the concerns of the United States on the human rights situations in Iraq, Kuwait, Cuba, Iran, China, North Korea, Burma, El Salvador, Guatemala, Mauritania, East Timor, Sri Lanka, South Africa, Israel and the occupied Arab territories, the Baltic states, Yugoslavia and Cyprus. He also noted the progress made on the protection of basic human rights in the Soviet Union, Poland, Hungary, Czechoslovakia, Bulgaria and Albania. He likewise encouraged Nepal, Benin, Chile and Haiti to push forward with the recent progress made in the field of human rights and fundamental freedoms. The Commission also considers human rights situations in particular countries brought to its attention under the confidential procedures established by ECOSOC resolution 1503 (XLVIII). In closed sessions the Commission took up the human rights situations in Burma, Chad, Somalia, Sudan and Zaire. The Chairman of the Commission announced that the human rights situation in Zaire was no longer under consideration by the Commission under ECOSOC resolution 1503 (XLVIII).

The Commission adopted a number of public resolutions dealing with the human rights situations in specific countries. The United States continued its efforts to call international attention to the human rights situation in Cuba. The U.S. Delegation introduced a draft resolution on that subject; it gathered 20 other sponsors with broad regional distribution. A competing resolution was sponsored largely by Latin American delegations; for procedural reasons, it was considered first.

The U.S. proposal to insert critical elements of its own draft in the Latin text was adopted by a vote of 21 (U.S.) to 18, with 4 abstentions. The amended text was then adopted by a vote of 22 (U.S.) to 6, with 15 abstentions. (Resolution 1991/68.) The resolution called on the Secretary General to appoint a special representative to study the human rights situation in Cuba and report to the 1992 Commission session.

Western Group resolutions on human rights in Iran have been based traditionally on the reports of the special representative. At this year's Commission session, however, publication of the report was greatly delayed. A draft resolution sponsored by Iran was tabled before the publication of the report and the tabling of the Western draft resolution. The Iranian draft sought to terminate the mandate of the special representative and remove human rights in Iran from Commission scrutiny. During intense negotiations, in which the U.S. Delegation played an

active role, a consensus text was achieved retaining the mandate but raising the possibility of terminating it at the next Commission session. The U.S. Delegation insisted it be made clear that termination of the mandate could not be considered unless there was considerable clear and irreversible progress in human rights in Iran. The resolution called for a report by the special representative to the 1992 Commission but omitted the request made in previous years that an interim report be submitted to the General Assembly. (Resolution 1991/82.)

A resolution on the situation in southern Lebanon again condemned Israeli human rights violations and called on Israel to put an immediate end to repressive practices and withdraw totally and unconditionally from all Lebanese territory. The resolution was adopted by a vote of 41 to 1 (U.S.). (Resolution 1991/66.) In an explanation of vote, the U.S. Delegate pointed out the one-sided nature of the resolution, which did not refer to the presence of other foreign troops in Lebanon nor to the responsibility of the various Lebanese factions and militias for the country's turmoil.

A resolution on the situation of human rights in Afghanistan, based on the special rapporteur's annual report, was adopted without a vote. The resolution extended the mandate of the special rapporteur and urged all parties to the conflict in Afghanistan to respect the accepted humanitarian norms set out in international human rights instruments. (Resolution 1991/78.)

In the resolution on the situation in El Salvador, the Commission expressed its satisfaction with the progress achieved toward peaceful settlement and urged the parties to the conflict to continue their dialogue. It noted, however, continuing occurrences of human rights abuses and the weakness of the judiciary in dealing with human rights offenders and extended the mandate of the special representative. Resolution 1991/75 was adopted by consensus.

A resolution on the human rights situation in Haiti, adopted without a vote, recognized the progress that had been made with respect to the country's democratic electoral process and Haiti's ratification of international human rights instruments. The resolution also noted continuing threats to democracy and full respect for human rights; it called on the government to investigate massacres committed in recent years. The mandate of the independent expert was extended for a year. (Resolution 1991/77.)

Resolutions on human rights in Albania and Romania were adopted by consensus. Resolution 1991/76 welcomed the posi-

tive steps taken by the Government of Albania, such as the release of prisoners and a certain degree of tolerance toward religious practice, but called on the government to ensure, as soon as possible, freedom, democracy, the rule of law, and the human rights of all Albanian citizens. Resolution 1991/69 on Romania noted that, despite regrettable lapses, respect for human rights in general had continued to improve. The resolution extended for a year the mandate of the special rapporteur.

The Commission decided, without a vote, to postpone until the 48th session, its consideration of the question of human rights in Cyprus. (Decision 1991/106.)

Human rights in the Baltics was the subject of a consensus Chairman's statement. The United States was instrumental in convincing the Soviet Delegation not to oppose this expression of the Commission's concern over the human rights situation in those states. This was the first time the Commission criticized a permanent member of the Security Council.

The Commission also adopted four resolutions on more general human rights problems. A resolution on human rights and mass exoduses was proposed by several cosponsors, including the United States, and was approved without a vote. (Resolution 1991/73.) The Commission also approved without a vote a resolution on the continuing problem of summary or arbitrary executions in various parts of the world. (Resolution 1991/71.) Resolution 1991/70, also adopted without a vote, stressed the obligation of governments to cooperate with the representatives of UN human rights bodies and to refrain from intimidation or reprisal against individuals or groups that seek to cooperate with those representatives. Another consensus resolution invited the competent UN bodies to consider the responsibility of states for violations of their international obligations in the field of human rights and fundamental freedoms. (Resolution 1991/72.)

The General Assembly considered country-specific resolutions on the human rights situations in occupied Kuwait, Iraq, El Salvador, Afghanistan, Burma and Haiti.

As required by the UNHRC resolution on human rights in Kuwait under Iraqi occupation, an interim report from the special rapporteur was submitted to the General Assembly. The report detailed the massive and systematic human rights violations committed by the Iraqi occupying forces. The General Assembly overwhelmingly condemned Iraq in resolution 46/135, adopted by a vote of 155 (U.S.) to 1, with no abstentions. Iraq cast the lone vote against the resolution, which, in particu-

lar, called on Iraq to provide information on all Kuwaitis or third-country nationals deported from Kuwait during the occupation.

The General Assembly also received an interim report from the special rapporteur on human rights in Iraq. The report was based on the findings of the rapporteur's visit to portions of northern Iraq under UN protection and on numerous interviews outside Iraq of victims of Iraqi abuse. The General Assembly adopted resolution 46/134, expressing its deep concern about the numerous and detailed allegations of a wide range of human rights violations by Iraqi authorities; the vote was 129 (U.S.) to 1, with 17 abstentions.

The human rights situation in El Salvador was the subject of resolution 46/133, adopted without a vote. Based upon an interim report from the special rapporteur on El Salvador, the resolution expressed the General Assembly's satisfaction with mechanisms agreed upon by the government and FMLN for verification and monitoring of human rights. It also urged the parties to continue their search for a political solution to the conflict.

Resolution 46/136, adopted without a vote, welcomed the cooperation of the Afghan authorities with the special rapporteur on the situation of human rights in Afghanistan. It also urged all parties to the conflict to work for the achievement of a comprehensive political solution that would permit the return of refugees and the full enjoyment of human rights by all Afghans.

For the first time, the General Assembly adopted a resolution on the situation in Burma. The consensus resolution noted with concern the substantial available information indicating a grave human rights situation there and urged the Burmese authorities to permit free participation by all its citizens in the political process. (Resolution 46/132.)

The General Assembly noted the September 1991 coup in Haiti by adopting resolution 46/138 by consensus. The resolution strongly condemned the overthrow of Haiti's constitutionally elected president and the use of violence and military coercion.

On related themes, a resolution on human rights and mass exoduses, similar to that adopted by the Human Rights Commission, called for continued attention to establishing an early-warning arrangement that would help avert new massive flows of refugees and displaced persons. It was adopted without a vote. (Resolution 46/127.) The General Assembly also adopted

without a vote resolution 46/125 on the question of enforced or involuntary disappearances.

Israeli-occupied Territories

Since 1968 the Human Rights Commission has annually debated the agenda item entitled "Question of the violation of human rights in the occupied Arab territories, including Palestine." The United States has vigorously opposed this annual and fruitless debate because of its unbalanced, inaccurate and inflammatory rhetoric condemning alleged Israeli human rights violations.

Resolution 1991/1, a two-part resolution on violations of human rights in occupied Palestine, cosponsored mainly by Arab countries, contained inflammatory and unsupported condemnations of alleged Israeli policies and practices. Following a U.S. request for a roll-call vote, Part A of the resolution passed by a vote of 28 to 1 (U.S.), with 10 abstentions. Part B focused on the Geneva Convention relative to the protection of civilian persons in time of war and contained further allegations of Israeli violations. The resolution contained a provision reaffirming that the Geneva Convention is applicable to all Arab territories occupied by Israel since 1967, including Jerusalem. The United States again called for a roll-call vote on Part B, which was adopted by a vote of 26 to 1 (U.S.), with 11 abstentions.

Resolution 1991/2 dealt with the human rights situation in occupied territories in Syria. This resolution, which contained numerous objectionable paragraphs, including unsubstantiated allegations against Israel, was approved by a vote of 32 to 1 (U.S.), with 8 abstentions in a roll-call vote requested by the United States.

A third resolution under this agenda item dealt with the legality of Israeli settlements in the occupied Arab territories. Although the United States has urged the Government of Israel to halt settlement activity, it has also maintained that raising the question of the legality of the settlements represents an obstacle to the peace process. The U.S. Delegation called for a vote and abstained. Resolution 1991/3 was adopted by a vote of 38 to 0, with one abstention (U.S.).

Racial Discrimination in Southern Africa

The Human Rights Commission considered racial discrimination and apartheid under a cluster of agenda items that appear on the Commission's agenda every year. In the debate,

the U.S. Representative expressed the revulsion the United States feels toward apartheid. He presented a defense of U.S. policies toward South Africa and outlined what the United States was willing to do to end this degrading system. He asked that a policy of moderation and gradual change be given time to succeed.

At each Commission session for several years the United States has sought at least one draft resolution on South Africa and apartheid that expresses in balanced and noninflammatory terms the universal condemnation of the apartheid system felt by all delegations. As in previous Commission sessions, the United States decided not to call for a vote on a resolution about the detention of children in South Africa. (Resolution 1991/8.) In a statement, the U.S. Representative noted that had there been a vote, the United States would not have participated.

The United States also joined consensus on resolution 1991/21 on human rights in South Africa. Although the resolution contended that human rights violations under apartheid were continuing in South Africa, it did note some recent positive changes, such as the unbanning of political organizations and release of political prisoners.

The United States voted against two resolutions entitled "The adverse consequences for the enjoyment of human rights of political, military, economic and other forms of assistance given to the colonial and racist regime in southern Africa." Resolution 1991/17 was adopted 25 to 13 (U.S.), with 3 abstentions, in a roll-call vote requested by the United States. The United States and others rejected provisions condemning various forms of legitimate economic activity by Western corporations in South Africa. The Commission also considered a resolution recommending ECOSOC endorse the report on this subject submitted by the special rapporteur of the Subcommission on Prevention of Discrimination and Protection of Minorities. The United States again called for a roll-call vote. Resolution 1991/9 was adopted by a vote of 28 to 13 (U.S.), with 1 abstention.

Resolution 1991/10 concerned implementation of the International Convention on the Suppression and Punishment of the Crime of Apartheid. It was approved by a vote of 29 to 1 (U.S.), with 12 abstentions. The United States opposed the resolution primarily because of provisions equating apartheid with genocide and condemning transnational corporations engaged in legal activities. In an earlier roll-call vote the United States voted against the paragraphs containing such language, but each was retained by a large margin.

Finally, resolution 1991/11 on activities of the Second Decade to Combat Racism and Racial Discrimination was adopted without a vote. In an explanation of position, the United States noted that it did not participate in this vote, following a long held policy of nonparticipation in voting on resolutions relating to the Second Decade. This policy dated from the adoption in 1975 of a General Assembly resolution equating Zionism with racism. (The 1975 determination that Zionism is a form of racism was revoked by the General Assembly in 1991.)

ECOSOC endorsed each of the above UNHRC resolutions at its first regular 1991 session in New York in May.

In the General Assembly, three resolutions on racial discrimination and apartheid were adopted. The United States again did not participate in the vote on the resolution on the Second Decade to Combat Racism and Racial Discrimination, which was adopted without a vote. (Resolution 46/85.) The United States joined consensus on resolution 46/83 on the report of the Committee on the Elimination of Racial Discrimination. Resolution 46/84 concerning the status of the International Convention on the Suppression and Punishment of the Crime of Apartheid was approved by a vote of 118 to 1 (U.S.), with 39 abstentions. The United States opposed the resolution for the reasons given above and for its characterization of apartheid as the root cause of all conflict in southern Africa.

World Conference on Human Rights

In 1990 the General Assembly decided that the first World Conference on Human Rights in 25 years should be held in 1993, with the first preparatory committee meeting to be held in September 1991 in Geneva. The General Assembly asked the Human Rights Commission to elaborate general guidelines for this preparatory committee. The Commission adopted resolution 1991/30 by consensus, recommending that the preparatory committee compile suggestions on ways and means to ensure the universality, objectivity and nonselectivity of the consideration of human rights issues in UN human rights forums. At the preparatory committee, the United States urged that the emphasis in the World Conference be on reviewing existing UN human rights standards and mechanisms and on ways to make them more effective, rather than on creating new standards and mechanisms. The General Assembly in resolution 46/116 decided to adopt the recommendations of the preparatory committee, directing that the agenda and rules of procedure for the World Conference be determined at preparatory committee sessions

during 1992 and requesting that the Secretary General begin to prepare studies and reference materials for the committee sessions and the World Conference. The resolution was adopted without a vote.

Elimination of all Forms of Religious Intolerance

At the Human Rights Commission session the United States and 25 other cosponsors promoted a resolution entitled "Implementation of the Declaration on the Elimination of all Forms of Intolerance and of Discrimination Based on Religion or Belief." It was adopted by consensus. (Resolution 1991/63.) The resolution calls on states to take appropriate measures to combat religious intolerance. The General Assembly adopted by consensus resolution 46/131, which recommends that the promotion and protection of the right to freedom of thought, conscience and religion be given appropriate priority in advisory services in the field of human rights.

Detention or Imprisonment

The Human Rights Commission annually examines the question of the human rights of all persons subjected to any form of detention or imprisonment. This agenda item includes several sub-issues: torture and other cruel, inhuman or degrading treatment or punishment; enforced or involuntary disappearances; human rights in the administration of justice; and the right to freedom of expression and opinion.

At the Commission session the United States introduced an initiative on arbitrary detention, with the aim of providing a mechanism that could specifically address the issue of persons being detained for their political beliefs. The original U.S. proposal was to create a special rapporteur. After extensive negotiations, the Commission adopted resolution 1991/42 by consensus, thus creating a working group of five independent experts with a mandate for 3 years. The working group was tasked with "investigating cases of detention imposed arbitrarily or otherwise inconsistently with the relevant international standards . . . [or] the relevant international legal instruments accepted by the states concerned," a definition that would include political prisoners.

The subject of torture was addressed in several resolutions. The United States joined consensus on resolution 1991/35, supporting the Convention Against Torture and Other Cruel, Inhu-

man or Degrading Treatment or Punishment. The Commission also adopted without a vote resolution 1991/36, encouraging support for the UN Voluntary Fund for Victims of Torture. Resolution 1991/38 commended the special rapporteur on torture for his report to the Commission and encouraged his continued consultations with the UN Committee Against Torture to establish procedures for cooperation and avoiding duplication in UN activities to combat torture.

On enforced or involuntary disappearances, the Commission adopted without a vote resolution 1991/41 commending the working group on that subject for its work and urging as many governments as possible to cooperate with the working group. A consensus resolution on hostage-taking, cosponsored by the United States, strongly condemned those who take hostages, whatever their motives. Resolution 1991/40 asked the Secretary General, when requested by a state, to employ all means at his disposal to secure the release of hostages.

The Commission also adopted, without a vote, resolution 1991/34 on human rights in the administration of justice; resolution 1991/39 on the independence and impartiality of the judiciary, jurors and assessors, and the independence of lawyers; and resolution 1991/43 on the right to a fair trial.

The Commission adopted by consensus resolution 1991/32 on the right to freedom of expression and opinion, making reference to a preliminary report to the Subcommission on this subject. After its adoption, the United States made an explanation of position to note it opposed the portions of the preliminary report that indicated limitation of freedom of expression was permissible under certain circumstances. Finally, the Commission adopted consensus resolution 1991/37 requesting the Secretary General continue his efforts to secure the release of UN personnel held in detention and to ensure the privileges and immunities of international civil servants are fully respected. A related resolution was adopted; it asked the Secretary General to ensure that special rapporteurs, members of working groups, and others representing the Commission and its bodies be accorded the same privileges and immunities.

ECOSOC confirmed all the above resolutions at its spring session.

General Assembly resolution 46/110 urged support for the UN Voluntary Fund for Victims of Torture; it was adopted without a vote. The subject of enforced or involuntary disappearances was addressed by General Assembly resolution 46/125,

adopted by consensus. It appealed to governments to ensure the protection of families of disappeared persons from intimidation or ill treatment. The General Assembly also addressed human rights in the administration of justice in consensus resolution 46/120, which emphasized the importance of full and effective implementation of UN norms and standards in that field.

Self-determination

The Human Rights Commission adopted a number of resolutions on the right to self-determination, a recurring agenda item.

On Afghanistan, consensus resolution 1991/4 reaffirmed the Afghan people's right to self-determination and called for urgent achievement of a comprehensive political settlement. Resolution 1991/5 concerning the Western Sahara, also adopted by consensus, welcomed the plan of the Secretary General, submitted to the Security Council, to promote a solution in that region. Decision 1991/104 on Cambodia was adopted by consensus; it stressed the importance of a comprehensive political settlement to ensure the right of self-determination to the people of Cambodia.

Resolution 1991/6 again took up the question of the right to self-determination for Palestine. Because of the highly unbalanced and inflammatory condemnation of Israel, the United States called for a vote and opposed the resolution. It was adopted by a vote of 29 to 1 (U.S.), with 12 abstentions.

The General Assembly approved two resolutions on the right to self-determination. Resolution 46/88 declared firm opposition to foreign military intervention, aggression and occupation, because these acts have resulted in suppression of the right of peoples to self-determination and of other human rights. It was approved without a vote. Resolution 46/87, primarily a condemnation of Israel and South Africa for denying the right of self-determination, was adopted by a vote of 113 to 22 (U.S.), with 24 abstentions.

The Commission approved by consensus resolution 1991/7 entitled "The use of mercenaries as a means to impede the exercise of the right of peoples to self-determination." In the General Assembly, however, the United States opposed the corresponding resolution because of its allegations of the use of armed mercenaries by the Government of South Africa. Resolution 46/89 was adopted by a vote of 122 to 11 (U.S.), with 28 abstentions.

Economic, Social and Cultural Rights

During the 1991 sessions of UN human rights bodies, the less developed nations continued to press claims to economic, social and cultural "rights," stressing in particular the so-called "right to development." In general, it is the view of the United States that economic, social and cultural progress is an important goal of governments' economic and social policies to be achieved progressively, in contrast to civil and political rights that by nature should be granted immediately as inherent rights of the individual.

The Human Rights Commission considered an agenda item on the "Question of the realization in all countries of the economic, social and cultural rights contained in the Universal Declaration of Human Rights and in the International Covenant on Economic, Social and Cultural Rights, and study of special problems which the developing countries face in their efforts to achieve these human rights." A separate agenda item specifically addressed the "right to development."

Resolution 1991/15 reaffirmed the importance of the right to development, requested the Secretary General to submit concrete proposals on implementation of the Declaration on the Right to Development, and called on the 1993 World Conference on Human Rights to have the right to development as one of its major themes. The United States called for a vote on the resolution, which was adopted by a vote of 40 to 1 (U.S.), with 2 abstentions (Japan, Germany). The United States made an explanation of vote reiterating its position on the so-called right to development. Resolution 1991/13, on the right to enjoy an adequate standard of living and implementation of the Declaration on the Right to Development, was adopted by a vote of 31 to 2 (U.S.), with 9 abstentions. The United States again made an explanation of its position on such rights.

The United States continued its initiative on "Respect for the right of everyone to own property alone as well as in association with others and its contribution to the economic and social development of member states." Resolution 1991/19 requested the Chairman to appoint an independent expert to prepare a study on how the right to own property contributes to the development of individual liberty and initiative, thereby enhancing the exercise of other human rights and fundamental freedoms. It was adopted without a vote.

The Commission adopted three other resolutions without a vote. Resolution 1991/12 was on popular participation as an

important factor in development of the full realization of all human rights. Resolution 1991/14 dealt with the relationship between extreme poverty and enjoyment of human rights. Resolution 1991/18 generally addressed the study of special problems faced by the developing countries in the realization of economic, social and cultural rights.

ECOSOC confirmed all of the above resolutions at its spring session.

The General Assembly generally considers economic, social and cultural issues under the agenda item entitled "Alternative approaches and ways and means within the UN system for improving the effective enjoyment of human rights and fundamental freedoms." Resolution 46/117, bearing this title, was adopted by a vote of 123 to 2 (U.S.), with 34 abstentions; it maintained that the right to development is an inalienable human right and that equality of development opportunities is a prerogative of both nations and individuals. Resolution 46/123, on the right to development and mechanisms for evaluating implementation of the Declaration on the Right to Development, was adopted without a vote. The United States did not participate in adoption of this resolution, and stated its position that questions of development should be considered in other UN forums, not in those dealing with human rights. Resolution 46/121, on human rights and extreme poverty, was adopted by consensus.

Human Rights Institutions and Mechanisms

The Human Rights Commission adopted a number of resolutions on institutions and mechanisms for the promotion and protection of human rights and fundamental freedoms, all by consensus.

Three of the resolutions dealt with the Center for Human Rights. Resolution 1991/22 stressed the importance of the Center's role in coordinating the various UN bodies dealing with human rights. Resolution 1991/23 noted the growing volume of demands being placed on the Center's personnel and resources and the need for ensuring sufficient resources. In an explanation of position, the United States, while recognizing the importance of the Center's activities, suggested that sufficient resources could best be ensured through efficient use of its existing resources and redeployment of resources from elsewhere in the UN system. Resolution 1991/24 stressed the need to promote public information activities to increase awareness of human

rights and fundamental freedoms and requested the Center to take a coordinating role.

Resolution 1991/25 addressed the need to ensure the human rights of internally displaced persons, while resolution 1991/26 called for greater international cooperation in solving problems of a social, cultural or humanitarian nature. Resolution 1991/29 dealt with persistent acts of violence by armed groups and drug traffickers and the resulting impact on enjoyment of human rights and fundamental freedoms.

Resolution 1991/27 noted the important role of national institutions in the protection and promotion of human rights and recognized the constructive role nongovernmental organizations can play in that regard. Resolution 1991/28 noted regional arrangements for the promotion and protection of human rights in the Asian-Pacific region.

Resolution 1991/31 highlighted the effectiveness of the thematic special rapporteurs and the Working Group on Disappearances and called for governments to give greater cooperation to the Commission's thematic procedures.

The only contentious issue raised regarding the resolutions on mechanisms and institutions concerned a draft proposed by Cuba entitled "Strengthening of UN action in the field of human rights through the promotion of international cooperation and the importance of non-selectivity, impartiality and objectivity." Particularly objectionable was a paragraph on the obligation of a state regarding enforcement of its own domestic legislation. The United States spoke strongly in favor of a proposed amendment to ensure that the paragraph could not be interpreted as sanctioning enforcement of domestic legislation that permitted human rights abuses. The amendment, which inserted "in conformity with those instruments" after the reference to domestic legislation, was adopted, and the resolution was then adopted without a vote.

Free Elections and Electoral Assistance

Since 1988 the United States has been promoting a high-profile initiative on enhancing the effectiveness of the principle of periodic and genuine elections. As a result of President Bush's call for a UN electoral assistance mechanism in his 1990 address to the General Assembly, promotion of a formal mechanism by which the United Nations could provide electoral assistance at the request of member states was added to the U.S. initiative.

At the 46th General Assembly, the U.S. Delegation proposed a resolution endorsing the Secretary General's suggestion that

he should designate a senior official in his office to act as focal point in handling requests of states requesting such electoral assistance. The resolution was adopted by a vote of 134 (U.S.) to 4, with 13 abstentions. (Resolution 46/137.)

International Human Rights Instruments

The Human Rights Commission annually examines progress made in the drafting of conventions or declarations on human rights topics as well as the status of existing conventions and other international human rights instruments.

Human Rights Defenders

In 1984 the Commission established an open-ended working group to draft a "Declaration on the Right and Responsibility of Individuals, Groups and Organs of Society to Promote and Protect Universally Recognized Human Rights and Fundamental Freedoms," frequently called the "Human Rights Defenders Declaration." Work on the draft declaration continued during 1991. In resolution 1991/63, cosponsored by the United States and adopted by consensus, the Commission recognized the significant progress made during the 1991 working group sessions. It decided to make appropriate time available to the working group to continue its drafting prior to and during the 48th UNHRC.

Rights of Minorities

Work continued on a draft Declaration on the Rights of Persons Belonging to National, Ethnic, Religious and Linguistic Minorities, which began in 1978 with the creation of an open-ended working group to draft a declaration on that subject. By consensus, the Commission recommended that the working group meet again before and during the Commission's 48th session and urged that the second reading of the draft declaration be completed as soon as possible. At its first regular session, ECOSOC adopted decision 1990/146, which approved the Commission decision. The General Assembly, in decision 45/434, decided by consensus to defer consideration of this topic until the draft declaration had been completed.

The status of the international covenants on human rights was addressed by the 47th Commission in four consensus resolutions. Resolution 1991/16 was a general resolution that called upon more states to become parties to the Covenants and urged governments to give the widest possible distribution to them. The other three resolutions called on states to become parties to

the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (Resolution 1991/35), the Convention on the Rights of the Child (Resolution 1991/52), and the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families (Resolution 1991/60).

The General Assembly likewise adopted all of its five resolutions on this subject without a vote.

Two emphasized the importance of the international instruments and covenants, urged states to become parties to them, and urged states parties to meet the obligations undertaken. (Resolutions 46/111 and 46/113.) Other resolutions addressed the status of the Convention on the Rights of the Child (Resolution 46/112) and the Migrant Workers Convention (Resolution 46/114). Resolution 46/115 reviewed and urged early completion of the declaration on the rights of persons belonging to minorities.

Rights of the Child

The 47th Human Rights Commission instituted a new agenda item to deal with the rights of the child. The status of the Convention on the Rights of the Child was cited above. In addition, the Commission received a report from the special rapporteur on the sale of children, child prostitution and child pornography and adopted a resolution on the report by consensus. (Resolution 1991/53.) In an explanation of position, the United States noted the report's repetition of rumors and allegations on the sale of Third World children as a source of "baby parts" and reiterated that these rumors and allegations had never been substantiated, despite extensive investigation.

Also under this agenda item were two resolutions, adopted without a vote, concerning the Draft Program of Action for the Elimination of the Exploitation of Child Labor. Resolution 1991/54 seeks comments from governments and specialized agencies on the draft program of action. Resolution 1991/55 requested the Subcommission make appropriate amendments based on the comments received.

Advisory Services

The Secretary General reports to the Human Rights Commission annually on the Human Rights Advisory Services Program, based on General Assembly resolution 926 (X) adopted in 1955. At the 47th session of the Commission, four resolutions were

adopted under the Advisory Services item, all by consensus. Resolution 1991/50 recorded the Commission's continuing interest in this program; it also requested that special rapporteurs and representatives inform governments whenever appropriate of the possibility of requesting advisory services in the field of human rights. Resolution 1991/49, on the Voluntary Fund for Advisory Services and Technical Assistance in the Field of Human Rights, urged governments to provide greater support for the fund.

In resolution 1991/51, the Commission expressed its deep concern for serious human rights violations that had continued to take place in Guatemala, but welcomed the commitment by the new government to guarantee the protection of human rights and fundamental freedoms. The Commission also took note of a report submitted by an expert on the services provided to the Government of Equatorial Guinea under the advisory services program, thanked Spain for its cooperation in extending assistance to Equatorial Guinea in the human rights field, and urged the Government of Equatorial Guinea to take concrete steps to implement the human rights recognized in the International Covenants on Human Rights that it ratified. (Resolution 1991/80.)

Youth and Human Rights

The Human Rights Commission adopted by consensus two resolutions dealing with youth and human rights. Resolution 1991/64 called upon states to ensure the exercise of human rights and fundamental freedoms by youth, including the right to education and the right to work. The United States made an explanation of position, noting that the important questions of education, training and employment were more appropriate to other UN forums, where the interests of youth could be better served. Resolution 1991/65 requested the Secretary General report to the next Commission on the question of conscientious objection to military service.

The General Assembly annually considers the topic of youth and human rights; its actions are discussed in the section on *Social Development*.

Review of the Work of the Subcommission

Each year the Human Rights Commission considers the report of the most recent session of its Subcommission on Pre-

vention of Discrimination and Protection of Minorities, including draft resolutions and decisions submitted by the Subcommittee. During the debate on this item, the U.S. Representative pointed out that, despite Commission resolution 1990/64, on Subcommittee reform, the number of extraneous or duplicative resolutions, decisions and studies had actually increased. This, he said, detracted from the important work of the Subcommittee. He also reiterated the importance of having Subcommittee members who are truly independent experts not subject to direction or pressure from their governments.

The Commission reviewed the work of the Subcommittee and adopted, without a vote, resolution 1991/56, which drew together the principal points of the discussion and called them to the attention of the Subcommittee. The resolution emphasized the need for the Subcommittee to be guided by Commission resolutions and proposed several ways in which the Subcommittee could improve its work. It also called upon states to nominate for Subcommittee membership persons who were truly independent experts.

The Commission approved, without a vote, two resolutions relating to indigenous peoples. Resolution 1991/57 urged governments to develop activities for the International Year for the World's Indigenous People (1993) in consultation with indigenous people. Resolution 1991/59 expressed support for the work of the Subcommittee's Working Group on Indigenous Populations and urged the working group to complete, as soon as possible, a set of draft international standards based on a continued and comprehensive review of developments pertaining to the promotion and protection of the human rights of indigenous populations.

The Commission also endorsed consensus resolution 1991/58, which called on international organizations to provide information on the subject of slavery and slavery-like practices to the Subcommittee Working Group on Contemporary Forms of Slavery. Establishment of a voluntary fund on contemporary forms of slavery was urged.

Resolution 1991/81, introduced by Cuba under the title "Strengthening of the independence of the expert members of the Subcommittee on Prevention of Discrimination and Protection of Minorities," would have limited the members' ability to use the secret ballot in voting on country-specific human rights situations. The United States supported Western efforts to amend the draft to ensure that the secret ballot could be used.

The amended resolution was adopted by a vote of 23 (U.S.) to 4, with 15 abstentions.

Science and Technology

The Human Rights Commission adopted four resolutions on science and technology in the field of human rights. Two were adopted without a vote. Resolution 1991/45 noted a UN University study on the use of scientific and technological developments for the promotion and protection of human rights and fundamental freedoms. It requested the Subcommission consider the study. Resolution 1991/46 noted the working group's completion of a draft body of principles for protection of persons with mental illness and improvement of mental health care. The principles were transmitted to the General Assembly for consideration and adoption. In resolution 46/119, the General Assembly adopted the principles without a vote and requested the Secretary General give the principles the widest possible dissemination.

The United States could not support two draft resolutions under this agenda item because they were not appropriate to the Commission's work. The first, concerning human rights and the environment, endorsed a Subcommission decision to appoint a special rapporteur to prepare a study on this subject. The United States, while noting the grave environmental problems facing the international community, stated it did not regard the environment as a human rights concern and an already burdened Subcommission should not be given additional, extraneous work. The resolution was adopted by a vote of 39 to 1 (U.S.), with 1 abstention. (Resolution 1991/44.) During debate on a second resolution, on movement and dumping of toxic and dangerous products and waste, the United States again maintained that the subject was extraneous to the Commission's work. In a roll-call vote requested by the United States, the resolution was adopted by 29 votes to 0, with 12 abstentions (U.S.). (Resolution 1991/47.)

Subcommission on Prevention of Discrimination and Protection of Minorities

This 26-member Subcommission is composed of uninstructed experts who act in their individual capacity; in theory they do not involve the responsibility of their governments. It reports to

the Human Rights Commission. The Subcommission held its 43rd session in Geneva August 5-30.

The United States has become increasingly concerned about the Subcommission's duplication of country-specific subjects under active consideration by the Commission. Another concern is the increasing number of reports and studies under preparation by various individual Subcommission members; the Subcommission listed 23 such studies and reports at various stages of preparation.

Examples of such country-specific resolutions in 1991 abound. Resolution 1991/10 citing human rights violations in Tibet that "threaten the distinct cultural, religious and national identity of the Tibetan people" was adopted by a vote of 9 to 7, with 4 abstentions. The rapidly deteriorating human rights situation in Somalia was addressed in consensus resolution 1991/29. These votes and those on all other country-specific resolutions were by secret ballot. The Subcommission also addressed country-specific situations in South Africa, Guatemala, Kuwait, Cambodia, Iran, El Salvador and Iraq. It adopted resolutions on apartheid in South Africa and on the situation in the Israeli-occupied Arab territories. Regarding the latter subject, the Subcommission recommended to the Commission that ECOSOC seek an advisory opinion from the International Court of Justice on "the legal consequences for states arising from the building by Israel of settlements in the territories occupied since 1967." (Resolution 1991/38, adopted by a vote of 10 to 4 (U.S.), with 6 abstentions.)

In the U.S. view, the Subcommission is not only duplicating the Commission's effort, but it is also overcrowding its own agenda. Moreover, the Subcommission at times seriously complicates the UN's ability to deal with such situations. One example: the focus on Tibet raised the question of sovereignty; as a result, the Commission decided to take no action at all on the question of human rights in China. A second example: the request for the ICJ advisory opinion came at a delicate stage in the search for peace in the Middle East.

Among the human rights themes of note during the Subcommission's 43rd session were: application of international standards on the rights of detained juveniles, traditional practices affecting the health of women and children, ownership and control of the cultural property of indigenous peoples, and a draft program of action to prevent exploitation of prostitutes.

In closed sessions, the Subcommission considered recommendations of its presessional Working Group on Communica-

tions. This standing working group was established under ECOSOC resolution 1503 (XLVIII) to screen the thousands of human rights communications received each year by the United Nations from private sources. Its task is to identify for the full Subcommission those situations that appear to reveal a consistent pattern of gross and reliably attested violations of human rights and fundamental freedoms. The Subcommission decided to refer several of the situations it had examined to the Commission for consideration.

Status of Women

Commission on the Status of Women

The Commission on the Status of Women (CSW) was established by ECOSOC in 1946 to prepare reports on promotion of women's rights in the political, economic, social and educational fields, and to make recommendations on problems involving women's rights. The CSW has 45 members, including the United States, which has served continuously since 1947, and is located in Vienna.

The 35th session of the CSW took place in Vienna, February 27–March 8. The issue of the venue of the 1995 world conference on women dominated the agenda. Fourteen resolutions were adopted by consensus: one entitled "Improvement of the status of women in the Secretariat" was introduced by the United States; three were cosponsored by the United States and dealt with migrant women, women and AIDS, and refugee and displaced women and children. Action on a U.S. resolution to improve the CSW communications procedure was deferred until the next session of the CSW. The United States called for a vote and voted against resolutions concerning women and children under apartheid and Palestinian women.

The 35th session was the fourth conducted under the reformed agenda adopted in 1987. At that time, it was agreed that each of the next five CSW sessions would discuss three priority themes, one drawn from each category of the Forward-Looking Strategies of the Nairobi World Conference: Equality, Development and Peace. The 1991 themes were vulnerable women, including migrant women; machineries on the national, regional and international levels for effective integration of women in the development process, including nongovernmental organizations; and refugee and displaced women and children.

The issue of the 1995 world conference on women—to be entitled Fourth World Conference on Women: Action for Equal-

ity, Development and Peace—dominated the agenda of the 35th session. Both Austria and China had issued invitations to host the conference. Additionally, China submitted a resolution stating the world conference should be held in Beijing.

UN General Assembly resolution 45/129 of 1990 requested the CSW, in deciding on the venue of the conference, to take into account that preference should be given to regions which had not yet hosted a world conference on women. Previous world conferences were held in Latin America, Western Europe and Africa, and China was the only Asian country to have issued an invitation. In order to uphold G-77 solidarity, members of the G-77 publicly vowed to support China's offer. However, many nongovernmental organizations and member states of the Western European and Other Group (WEOG) were concerned about China's hosting the conference because of questions regarding NGO and press access.

China's resolution never came to a vote. Instead, the chairman issued a compromise decision which noted the invitations from Austria and China; noted General Assembly resolution 45/129, which requested the CSW to decide on the venue of the conference not later than 1992, taking into account that preference should be given to regions which had not yet hosted a world conference on women; and noted that all members of the G-77 expressed their support for China's invitation to host the conference. A decision on the venue of the conference was deferred until the 36th CSW session.

A primary goal of the United States at the 35th session of the CSW was to improve the existing procedure for individuals and nongovernmental organizations bringing complaints of discrimination against women. The existing procedure is based on ECOSOC resolution 1983/27, which authorized the CSW to set up a working group to consider communications "which appear to reveal a consistent pattern of reliably attested injustice and discriminatory practices against women," and requested the CSW make recommendations to ECOSOC on "what action may appropriately be taken on the emerging trends and patterns of communications."

At the 34th session, the United States had introduced a resolution which requested the Secretary General examine the existing mechanisms for communications on the status of women. This resolution was adopted by consensus. Discussion on this issue at the 35th session was based on the Secretary General's report. It confirmed that the existing procedure was inefficient;

the working group's mandate was unclear; and, on the whole, the communications mechanism had not provided a useful basis for the Commission to make recommendations to ECOSOC. It stated: "Since its introduction in 1984, the present procedure does not appear to have been an efficient tool for implementing the functions enumerated in Council resolution 1983/27 or to have provided a significant input into the work of the Commission." The report backed up that conclusion by describing a large number of problems identified by governments.

The United States, on behalf of 19 other cosponsors, introduced a draft resolution to clarify the standard of admissibility of communications; request the Secretary General to publicize widely the existence and scope of the communications mechanisms and ensure closer coordination between the Division for the Advancement of Women and the Human Rights Center in reviewing the communications; and authorize the CSW to determine ways of obtaining more information about situations identified by the working group.

Although the United States and the other cosponsors made several changes in the resolution to address concerns expressed by some delegations, a few countries—notably China and Cuba—still opposed it. In the end, China requested, and the United States did not oppose, deferring the resolution until the 36th session of the CSW.

The United States has long been an ardent proponent of improving the status of women in the UN Secretariat. At the 35th session the U.S. resolution requested the Secretary General to accord greater priority to increasing the number of women in professional level positions in order to achieve, by 1995, a goal that would include an overall participation rate by women of 35 percent of the total, and a 25 percent participation rate by women in senior policy-level and decision-making posts. The resolution was adopted by consensus.

In addition to resolutions above, the United States cosponsored the following, all adopted by consensus:

- "Refugee and displaced women and children" urged special measures be taken to address urgently the root causes of refugee movements and displacement; refugee and displaced women fully participate in the process of assessing their own needs and in the planning and implementing of programs; and staff, particularly female field staff, be recruited who are able to provide assistance and protection to refugee women and children.

- "Women and the prevention and control of the Acquired Immunodeficiency Syndrome (AIDS)" invited governments to develop preventive policies and awareness campaigns; establish structures enabling women to receive appropriate information on AIDS; and support and strengthen the involvement of women in the control of AIDS.

- "Women migrant workers" recommended that governments periodically review the implementation of migration policies to prevent discrimination against women and requested national machineries to invite NGOs of and/or representing migrant women to contribute to the planning of programs that affect them.

Other resolutions also adopted at the 35th CSW by consensus:

- "Violence against women in all its forms" requested the Secretary General to convene a meeting of experts to address the issue of violence against women and discuss the possibilities of preparing an international instrument that would address explicitly the issue of violence against women.

- "Disabled women" recommended that focal points in the UN system for the advancement of women and for disability issues cooperate more closely in their efforts on issues involving women with disabilities.

- "Program and planning matters" endorsed the proposed program of work of the Division for the Advancement of Women for the biennium 1992-1993 and recommended that the Committee for Program and Coordination and the Economic and Social Council examine those organizations whose resources for the advancement of women have seemed to decrease.

- "Cooperation to promote the advancement of women" urged the international community to continue providing financial and technical assistance to development programs for the advancement of women.

- "Convention on the Elimination of All Forms of Discrimination Against Women" encouraged parties to this convention to make every effort to facilitate its implementation at the national, regional and interregional levels.

- "Preparations for the World Conference on Women in 1995" decided to prepare, for consideration by the world conference, a program of action comprising a limited number of issues

identified as representing fundamental obstacles to the advancement of the majority of women.

- "Women and development" called on governments, international financial institutions and NGOs to promote measures to stimulate the economies of developing countries and provide financial services on the basis of equal opportunity for men and women.

The United States disassociated from consensus in the adoption of a resolution entitled "National, regional and international machinery for the advancement of women." The U.S. Representative's explanation of position was that the United States agreed with the substance of the resolution, but could support it only if its provisions could be achieved within existing resources or through the provision of extra-budgetary funds for technical assistance activities, and if there were no increase in section 24 of the UN regular budget.

The United States called for votes on two resolutions. It voted against a resolution entitled "The situation of and assistance to Palestinian women," believing it to be one-sided and unbalanced. The resolution was adopted by a vote of 28 to 1 (U.S.), with 13 abstentions.

In a pre-CSW meeting the Division for the Advancement of Women expressed hope that, given the recent changes in South Africa, a resolution on this topic would focus on how to help women in South Africa adapt to the changes and avoid new forms of discrimination against them. The first draft of the resolution followed that line of reasoning. However, the second draft reverted to old language which the United States has rejected in this and in other UN fora, which ignored the consensus language of 1989 special session on apartheid and the 1990 UN General Assembly omnibus resolution on apartheid. The resolution was adopted 32 to 1 (U.S.), with 9 abstentions.

On International Women's Day (March 8), the U.S. Representative delivered a letter from President Bush to the CSW, in which he said:

The United States remains committed to advancing the status of women, both at home and throughout the world. I applaud the worthy goals of your organization, as well as your efforts to develop programs and policies that offer women greater opportunities to participate freely in the social, political and economic mainstream.

ECOSOC Consideration

The Second (Social) Committee of the Economic and Social Council considered the question of advancement of women on

May 16–20. It adopted all 7 draft resolutions and the 2 draft decisions recommended to it by the Commission on the Status of Women. Five of the resolutions and both decisions were adopted by consensus.

The United States joined consensus in adopting the resolution on “National, regional and international machinery for the advancement of women” following a report by the Secretariat that this resolution had no program budget implications.

The United States also joined consensus in adopting the two draft decisions: “Report of the Commission on the Status of Women on its 35th session and provisional agenda and documentation for the 36th session of the Commission” and “Request for additional conference facilities during the 36th session of the Commission on the Status of Women,” following an announcement by the Secretariat that the latter had no program budget implications.

As in the Commission on the Status of Women, the United States called for votes on two of the draft resolutions: “The situation of and assistance to Palestinian women,” adopted by a vote of 36 to 1 (U.S.), with 10 abstentions; and “Women and children under apartheid,” adopted by a vote of 31 to 1 (U.S.), with 16 abstentions.

The Committee also adopted a consensus resolution on the “International Research and Training Institute for the Advancement of Women” (INSTRAW); a consensus resolution on “Elimination of discrimination against women in accordance with the aims of the Convention on the Elimination of All Forms of Discrimination Against Women” (CEDAW); and a consensus resolution on “Strengthening and rationalizing the Center for Social Development and Humanitarian Affairs, UN Office at Vienna.”

At the plenary of the Economic and Social Council, the United States called for votes on two resolutions: “The situation of and assistance to Palestinian women,” which was adopted by 42 to 1 (U.S.), with 10 abstentions (Resolution 1991/19); and “Women and children under apartheid,” adopted by a vote of 37 to 1 (U.S.), with 16 abstentions. (Resolution 1991/20.) The U.S. Representative to the Commission on the Status of Women made statements on these two resolutions.

General Assembly Consideration

On October 16–22, the Third Committee of the General Assembly deliberated on agenda item 95—the Advancement of Women. On October 17, the Second Committee discussed the

Effective Mobilization and Integration of Women in Development, under agenda item 77 (Development and International Economic Cooperation).

In her statement to the Second Committee, the U.S. Representative reaffirmed U.S. support for UNDP's 1991 Human Development Report; commended the United Nations for activities undertaken system-wide to further the integration of women in the development process; and noted U.S. efforts to integrate women in development. In her Third Committee statement, the U.S. Representative highlighted what the United States had done to fulfill the priority themes to be discussed at the 1992 CSW session—particularly to eliminate *de jure* and *de facto* discrimination against women. Her speech also addressed the CSW communications procedure and the status of women in the Secretariat.

The United States joined consensus in adopting resolution 46/167, which was introduced in the Second Committee, entitled: "Women, environment, population and sustainable development." A key provision of this resolution requested coordination between the CSW and the UN Conference on Environment and Development (UNCED).

There were four resolutions under agenda item 95. The United States cosponsored and joined consensus in adopting resolution 46/100, "Improvement of the status of women in the Secretariat," which requested the Secretary General to accord greater priority to the recruitment and promotion of women throughout the UN system, in order to achieve an overall participation rate of 35 percent of the total by 1995, and, to the extent possible, 25 percent in posts at the D-1 level and above. The United States joined consensus in adopting resolutions 46/97, "UN Development Fund for Women" (UNIFEM), which endorsed the Fund's role in promoting economic empowerment of women in the preparations for the 1995 World Conference on Women; 46/98, "Implementation of the Nairobi Forward-Looking Strategies for the Advancement of Women," an amalgam of recommendations to advance the status of women; and 46/99, "International Research and Training Institute for the Advancement of Women" (INSTRAW), which commended the work of INSTRAW and invited contributions to it.

Global Assembly on Women and the Environment

The Global Assembly on Women and the Environment—Partners in Life was held in Miami on November 4–8. The U.S. Representative to the Commission on the Status of Women rep-

resented the United States on the Government Mentor Group, which drafted recommendations to ensure women's equal participation in actions to achieve ecologically sustainable development.

ECLAC

The Economic Commission for Latin America and the Caribbean (ECLAC) held its fifth regional conference on the integration of women into the economic and social development of Latin America and the Caribbean, September 16–19 in Curacao, Netherlands Antilles. The conference reviewed the status of women in the region and adopted resolutions aimed at integrating women in the economies of their countries, increasing women's political participation, and eliminating violence against women.

Although the final document was adopted by consensus, U.S. reservations were noted on sections of the report that dealt with the "negative impact of the international economic situation of the 1980s on developing countries." The United States believed this statement was untrue. In fact, many developing countries experienced economic growth during the decade.

Expert Group Meetings

Throughout the year, the United States participated in expert group meetings sponsored by the Division for the Advancement of Women. The reports of the expert group meetings form the basis of the Secretary General's reports to the CSW. The United States participated in the Regional Seminar on the Impact of Economic and Political Reform on the Status of Women in Eastern Europe and the U.S.S.R. (April 8–12); Expert Group Meeting on the Role of Women in Public Life (May 21–24); Expert Group Meeting on the Integration of Aging and Elderly Women into Development (October 7–11); Expert Group Meeting on Violence Against Women (November 11–15); and the Seminar on the Integration of Women in Development (December 9–11).

UN Development Fund for Women

The United States pledged \$800,000 to the UN Development Fund for Women (UNIFEM) for FY 1991. In 1991 UNIFEM developed strategies to work more effectively with refugee women, and worked with the UN Conference on Environment and Development to make the UNCED follow-up program more gender-sensitive and responsive.

INSTRAW

The United States pledged \$200,000 to the International Research and Training Institute for the Advancement of Women (INSTRAW) for FY 1991. INSTRAW's major effort in the statistical field was to improve statistics on women in the informal sector, with a view to helping countries plan more effectively. INSTRAW continued its work on monitoring and evaluating programs and projects to promote the inclusion of women, with the aim of providing assistance to agencies that recognized the need to include women in their development plans but lacked specific knowledge.

UN Electoral Assistance

This session of the General Assembly saw the realization of U.S. goals to enhance and coordinate UN efforts in electoral assistance. President Bush laid out those goals in his 1990 address to the General Assembly, when he cited the positive track record of UN electoral assistance in Namibia and Nicaragua and asked the Assembly to formalize the UN role in electoral assistance. U.S. efforts in this field are an extension of its continuing promotion of basic human rights of all persons, as provided in the Universal Declaration of Human Rights, to take part in the government of their country, directly or through freely chosen representatives.

As instructed by the previous year's resolution 45/150, the UN Secretary General in March solicited the views of member states, specialized agencies and other relevant international entities on ways the United Nations could provide electoral assistance to requesting member states. Those views and the views of the Secretary General were published by the United Nations just prior to Third Committee discussion of UN electoral assistance under the agenda item, "Enhancing the effectiveness of the principle of periodic and genuine elections."

In a speech before the Third Committee, Congressman Dan Burton, U.S. Representative, endorsed the criteria for UN electoral assistance elaborated by the Secretary General's report. The report states that:

The requests should pertain primarily to situations with a clear international dimension; the monitoring of an election or referendum should cover the entire electoral process in order to secure conditions of fairness and impartiality; where the induction of a UN presence in the electoral process of a state at a critical point in its political life is sought by the government concerned, it is necessary that there be broad public support in the state for the United Nations assuming

such a role; and finally there should be approval by the competent organ of the United Nations.

The Third Committee debated the item during November and December. There was broad agreement that a resolution on UN electoral assistance should create a mechanism to provide coherent and coordinated direction to requests for electoral assistance. By emphasizing that the United Nations would provide electoral assistance only under sharply defined conditions, the United States and other cosponsors took care of many of the reservations expressed during the 45th UN General Assembly.

The Cuban Delegation attempted to sabotage the resolution during Committee debate by proposing amendments to delete major elements. On December 10 the Third Committee passed a no-action motion on the amendments proposed by Cuba

On December 17 the plenary adopted resolution 46/137 (134 (U.S.) to 3, with 13 abstentions). Twenty-nine nations cosponsored the resolution. The resolution affirmed the value of electoral assistance that the United Nations had provided; commended the work of UN organs which provide electoral and technical assistance, as well as the efforts of nongovernmental organizations; and authorized the Secretary General to designate a senior official to act as focal point, to ensure coordination and consistency in its provision of electoral assistance. Resolution 46/137 also requested the establishment of a voluntary trust fund for electoral verification missions.

Part 6



Science, Technology and Research

UN Environment Program

The UN Environment Program (UNEP) was established in 1973, pursuant to the UN General Assembly resolution implementing recommendations from the UN Conference on the Human Environment held in Stockholm in 1972. UNEP, headquartered in Nairobi, evolved from a U.S. initiative, and since its inception the United States has been an active participant. UNEP's extensive mandate is to catalyze and coordinate environmental activities throughout the UN system, and to support efforts by national governments globally to deal with natural resource and environmental problems of universal interest.

The Governing Council is UNEP's program and policy oversight body. Comprised of 58 member countries elected by the UN General Assembly, it reports to the General Assembly through ECOSOC. The Governing Council meets biennially; its 16th session was held in Nairobi on May 20–31. The UNEP Executive Director is Mostafa Kamal Tolba (Egypt).

UNEP's essential Secretariat expenses are financed by the UN regular budget and amounted to \$11.96 million for 1990–1991. A separate environment fund, supported by voluntary contributions from member states, provides financing for environmental initiatives undertaken by UNEP. For the 1990–1991 biennium, program activities in UNEP's Governing Council-approved fund amounted to \$68 million, with a reserve fund totaling \$4 million. The United States provided the largest share for 1991—\$15 million, or 24.9 percent—of voluntary contributions paid to the fund. The 16th Governing Council approved for the 1992–1993 biennium a total program budget of \$150 million in annual contributions for the environment fund and an additional \$30 million in a supplementary appropriation if the level of contributions allows.

The Governing Council approved 45 decisions by consensus. Two rollcall votes were held, on a Governing Council special

session and on occupied territories. The Executive Director had proposed a special 3-day session of the Governing Council be held in February 1992 to consider three agenda items for submission to the UN Conference on Environment and Development (UNCED). The proposal was adopted as decision 16/3 by a vote of 30 to 8 (U.S.), with 11 abstentions.

The United States requested a roll-call vote on a draft decision on the environmental situation in the occupied Palestinian and other Arab territories. Decision 16/13 was adopted by 28 votes to 1 (U.S.), with 22 abstentions. The U.S. Representative said his delegation strongly opposed adoption of the decision, which did not address environmental issues as it claimed to do, but focused on matters outside the purview of UNEP. He added that the decision served no useful purpose, environmental or otherwise, and that its adoption risked jeopardizing UNEP.

The Governing Council also approved a management study of UNEP by an outside consultant with results of a first phase to be available to governments before February 1992. A second phase would be conducted after the 1992 UNCED in June. The U.S.-sponsored initiative to promote serious consideration of improved centralized environmental coordination in the UN system resulted in decision 16/18, in which the Governing Council recommended the UNCED Preparatory Committee give priority attention to the matter. Centers for urgent environmental assistance and environmental technology transfer were also approved.

Vienna Convention and the Montreal Protocol

The Vienna Convention for the Protection of the Ozone Layer entered into force in 1988, and the Montreal Protocol for Substances That Deplete the Ozone Layer entered into force in 1989. Both agreements target reductions of emissions of chlorofluorocarbons (CFCs), halons and other substances which degrade the stratospheric ozone layer. UNEP was designated the administering agency or "treasurer" for the Montreal Protocol's Multilateral Fund in 1990. As administering agency, UNEP receives Fund contributions from donor countries and distributes them to the three implementing agencies (UNDP, World Bank and UNEP) according to criteria established by the Executive Committee.

The Fund became operational during 1991 as procedures and guidelines for running it were established. Draft country pro-

grams for some developing countries to reduce ozone-depleting substances were reviewed by the Executive Committee, and the first World Bank investment project for this purpose was approved.

Transboundary Movement of Hazardous Waste

The Basel Convention on the Control of Transboundary Movements of Hazardous Wastes and Their Disposal, concluded in 1989, would establish a prenotification and prior consent regime for exports and imports of hazardous and other wastes, and prohibit movement of these wastes to and from a nonparty unless there is an agreement providing for the environmentally sound management of these wastes within the receiving country. At the end of 1991, 17 countries had ratified the convention, and it was expected to enter into force in early 1992. The United States has signed the convention, which has been submitted to Congress for ratification.

Biological Diversity

The UNEP Governing Council convened an *ad hoc* working group in 1989 to negotiate an international legal instrument for the conservation of biological diversity. Formal negotiations are now being undertaken by the Intergovernmental Negotiating Committee for a Convention on Biological Diversity. The United States has played a strong role in advocating conservation measures to protect biodiversity, stressing the need to strengthen the ability of existing institutions and arrangements to respond to biodiversity issues.

Regional Seas

The United States actively participates in UNEP regional seas programs for the South Pacific and the Caribbean.

The South Pacific Regional Environmental Program (SPREP) Action Plan was established in 1982 to help protect the unique environment of the South Pacific while promoting the environmentally sound development of its natural resources. It is monitored through annual meetings of its member governments. In June the United States ratified the convention for the Protection of the Natural Resources and Environment in the South Pacific Region (SPREP Convention). In the convention, parties agree to take appropriate measures to protect the South Pacific from pollution from many sources including vessels, land-based sources, seabed activities, storage of hazardous wastes and fallout that might result from nuclear testing.

The Caribbean Environment Program promotes environmentally sound development of the wider Caribbean and has programs to protect the Caribbean and the Gulf of Mexico from pollution emanating from many sources. The Caribbean Action Plan is also monitored through annual meetings of its members, including the United States, Puerto Rico and the U.S. Virgin Islands, to agree on priority programs for the region.

The Cartagena Convention sets up general obligations in a legal framework within which specific protocols aimed at protecting the Caribbean marine environment are negotiated and adopted. The most recent protocol on Specially Protected Areas and Wildlife (SPAW) was signed in 1990. Parties met in June to adopt formally the three annexes listing the species to be protected under the protocol.

General Assembly

UNEP is the principal organ in the UN system for addressing issues of the environment. However, with the UN Conference on the Environment and Development (UNCED) scheduled for June 1992, the 46th General Assembly passed a number of resolutions on the environment. The United States led the negotiations to establish a ban on driftnet fishing (discussed in Part 3). Resolution 46/216 on "International cooperation to mitigate the environmental consequences on Kuwait and other countries in the region resulting from the situation between Iraq and Kuwait" passed by a vote of 135 to 0, with 1 abstention. (The U.S. Delegation advised the Secretariat that the United States had intended to vote in favor.) Other resolutions on the environment were 46/217 on environmental threats and environmental emergencies, 46/161 on combatting desertification, 46/168 on UNCED itself, and 46/169 on "Protection of global climate for present and future generations," which is described under "Protection of world climate" below.

UN Institutional Involvement in Environmental Affairs

The United States presented its views on UN institutional reform during the UNEP Governing Council in May and in a formal paper presented at the UNCED preparatory committee meeting in August. Two fundamental guidelines were emphasized for improving the UN system's ability to deal with environmental and developmental issues: reforms should make optimal use of existing institutions and organizational assets, and they should be based on budgetary support derived from current or planned UN financial resources.

To implement these guidelines, the United States proposed four institutional adjustments: a possible combination of existing ECOSOC committees into a single intergovernmental committee to deal in a comprehensive way with the more political aspects of environment and development or sustainable development; an annual UNDP discussion, with UNEP participation, on environment and development or sustainable development as part of the UNDP Council's agenda; a high-level, effective coordinating mechanism for UN and related agencies and programs, cochaired by the UNDP Administrator and the UNEP Executive Director; and regionally and nationally focused efforts built around or based on the existing UNDP Roundtable/World Bank Consultative Group of donors and UN agencies.

UN Conference on Environment and Development

The UN Conference on Environment and Development (UNCED) will be held in June 1992, marking the 20th anniversary of the Stockholm Conference, which resulted in the creation of UNEP. Maurice Strong, Secretary General of UNCED, had proposed in 1991 that major outcomes of the Conference should include a statement of general principles regarding environment and development and an action program entitled "Agenda 21." UNCED, in addition, was expected to provide an occasion for signature of agreements on climate change and biodiversity which were being negotiated in other fora.

The UNCED Preparatory Committee (Prepcom) met three times by the end of 1991: August 1990 in Nairobi, March–April 1991 in Geneva, and August–September 1991 again in Geneva. The fourth and final Prepcom was expected to take place March 1992 in New York. At Prepcom 3, delegates agreed on a format for Agenda 21, including objectives, activities, and means of implementation (i.e., financial assistance, technology transfer, institutions) for each topic. The United States was successful in opposing sections devoted to global targets. Work on forest principles proceeded, and negotiators began to narrow differences. U.S. and other proposed language was bracketed in texts on energy, land resources, fresh water, and toxic chemicals and wastes.

U.S. and G-77 positions were far apart on the issue of financial resources; a compromise, with EC assistance, placed this issue first on the agenda for Prepcom 4. The United States emphasized that agreement on concrete and achievable steps must come first, that existing assistance can be made more effective in terms of its environmental impact, and that the private

sector can play a major role by building environmental concerns into investment planning.

With the objective of strengthening the institutions themselves and UN system coordination on environment and development, the United States outlined areas of reform and showed how this could be accomplished by restructuring existing institutions. The United States also took the lead in assuring full participation by representatives of nongovernmental organizations.

Protection of World Climate

Resolution 45/212 of 1990 on the "Protection of global climate for present and future generations of mankind" established a single negotiating process under General Assembly auspices for preparation by an Intergovernmental Negotiating Committee (INC) of an effective framework convention on climate change. The INC met for the first time in Chantilly, Virginia (near Washington, D.C.), February 4–14, and then three more times in 1991.

The 46th General Assembly in December 1991 reaffirmed resolution 45/212's call for the framework convention to be completed prior to the UN Conference on Environment and Development (UNCED) in June 1992. It adopted resolution 46/169, which urged the INC "expedite and successfully complete the negotiations as soon as possible, and to adopt the framework convention on climate change . . . in time to be opened for signature during the UNCED."

The INC represents the second phase of an effort to protect the world's climate initiated in 1988, when the Intergovernmental Panel on Climate Change (IPCC) was established in response to resolutions passed by the UNEP Governing Council and the Executive Council of the WMO. Administered jointly by UNEP and WMO, the IPCC set up three working groups to assess the current state of knowledge of the science, potential impacts of climate change and possible response options. The United States chaired the working group on response options. During 1991, the work of the IPCC focused on preparation of a supplement to its 1990 First Assessment Report. This supplement was to be released before UNCED in 1992.

UN Scientific Committee on the Effects of Atomic Radiation

The UN Scientific Committee on the Effects of Atomic Radiation (UNSCEAR) was established by the General Assembly in

1955 to provide continuous review and evaluation of the effects of ionizing radiation on humans and their environment. Radiation in this context covers both natural and man-made (i.e., from atmospheric and surface nuclear explosions) environmental radiation, and medical and occupational exposures. The Committee submits annual progress reports and occasional comprehensive reports to the General Assembly. The United States is a member of UNSCEAR, whose membership is appointed by the General Assembly President in consultation with regional groups.

The 40th session of UNSCEAR met May 13–17 in Vienna. Members considered chapters for a future report to the General Assembly on the effects of ionizing radiation. On the basis of documents prepared by the UNSCEAR Secretariat and further discussion, the Committee decided to undertake studies in the following fields: doses from natural sources of radiation, especially radon; doses from man-made sources of radiation in the environment; medical radiation exposures; occupational radiation exposures and trends; effects of radiation exposures on plants and animals in the environment; epidemiological studies of radiation effects in human populations; effects of radiation on the developing human brain from prenatal exposure; dose and dose rate effects of radiation response; mechanisms of radiation carcinogenesis; possible stimulatory effects of low doses of radiation; hereditary effects of radiation in human populations; and perception of radiation risks.

The Committee, using experience developed in various international organizations and scientific bodies, kept under consideration the concepts and methodologies for comparative assessment of effects and risks in interactions of toxic chemicals and radiation.

New and Renewable Sources of Energy

The UN Committee on Development and Utilization of New and Renewable Sources of Energy (NRSE) was established by the General Assembly in 1982. The Committee is open to participation of all UN members. It recommends guidelines for UN organs and subsidiary bodies on new and renewable sources of energy, on the basis of the 1981 Nairobi Program of Action, and carries out the Nairobi Program of Action by mobilizing resources for implementation. The Committee meets every other year; its most recent session was in 1990.

To limit the expansion of the UN bureaucracy in this field, the United States has opposed, from the outset, establishment of the Committee or any other permanent institutional arrangements for implementing the Nairobi Program of Action. A number of states, including the United States, have called for the elimination of this Committee or its merger with the Committee on Natural Resources.

At its 1990 session, the Committee adopted, *inter alia*, a resolution on the convening of an intergovernmental expert group in 1991 to assess and review the program of action. The United States did not attend the expert group meeting held in July in New York. The Committee adopted no resolutions in 1991.

UN Institute for Training and Research

The UN General Assembly established the UN Institute for Training and Research (UNITAR) in 1965 as a result of a U.S. initiative embodied in earlier General Assembly resolutions. UNITAR was established to enhance the effectiveness of the UN system by training delegates to the United Nations in the operation of the UN system, its governing bodies and issues, as well as through research on UN system issues.

Headquartered in New York, UNITAR is an autonomous UN institution managed by an Executive Director who is appointed by the Secretary General after consultations with a Board of Trustees. Incumbent Executive Director Michel Doo Kingue (Cameroon) has directed UNITAR since 1983. UNITAR also has a liaison office in Geneva.

The Board of Trustees, which provides policy guidance and direction, is appointed by the Secretary General in consultation with the Presidents of the General Assembly and ECOSOC. In 1991 the Board consisted of 16 appointed members, who serve in their personal capacities; the last U.S. Board member stepped down in 1989.

At the time of UNITAR's establishment, the General Assembly directed that it be wholly dependent upon voluntary contributions. When UNITAR began experiencing financial difficulties in the early 1980s, however, the United Nations began subsidizing UNITAR's operations in a variety of ways. In 1986, as a result of the inability of UNITAR and the General Assembly to resolve UNITAR's long-term financial problems, the United States ceased making contributions to UNITAR. The United States also publicly announced that UNITAR functions do not justify its continuation as a separate institution.

The UNITAR Board of Trustees held its 29th regular session from May 13–17 in New York. At this session, the Board: concluded that the activities of the UNITAR Geneva office were important, relevant and should continue; adopted the 1991 General Fund Budget of the Institute; took note of Special Purpose Grants projects being implemented in 1991 and related program support activities; considered issues concerning preparation of the 1992–1993 work program; established a Program Committee; was briefed by a delegation of the Atlanta Council for International Cooperation concerning cooperation between UNITAR and Atlanta-based institutions; and decided to hold a special session in September to discuss the future of the Institute.

In implementing a requirement for an independent report on UNITAR contained in resolution 45/219 of 1990, UNITAR contracted Francis Blanchard, former director general of the International Labor Organization, to study UNITAR's mandate and activities. At the Board's special session September 9–11, members concluded the report contained interesting ideas which could contribute to solving the difficulties faced by the Institute.

The report was also presented to the UNITAR Executive Director, the UN Advisory Committee on Administrative and Budgetary Questions (ACABQ) and the 46th General Assembly. It attempted to justify the continued operation of UNITAR, with recommendations aimed at restructuring to meet UN needs better and avoid duplication with other agencies. Among the report's recommendations: refocus UNITAR's mandate to emphasize training rather than research; focus training on areas of international cooperation, for UN personnel and for peace-keeping, while transferring out energy-related activities; bring UNITAR under the aegis of the UN University (UNU); secure annual funding for the Institute through inclusion of a budget line of \$2 million in the regular UN budget; and proceed with the sale of its building when the real estate market improves and explore other options in the meantime.

The report was not well received by the ACABQ (of which the United States is a member). The ACABQ agreed with the need for major change, but asked for further clarification to justify UNITAR's continued existence. It suggested that the Secretary General be requested to provide a report to the 47th General Assembly, which would better analyze all UN training and/or research institutes, define UNITAR's role within that analysis, consult with UNU about possible association with UNITAR and develop proposals to handle UNITAR's debt (estimated at \$10.1 million as of December).

General Assembly Action

The United States, in support of ACABQ recommendations, voiced opposition to many of the Blanchard report recommendations, most specifically the proposal for a \$2 million budget line in the regular UN budget. In the end, the United States was successful in obtaining language in the resulting resolution that required a serious review of UNITAR's feasibility and maintained funding strictly through voluntary contributions.

General Assembly resolution 46/180 set out "interim measures" for 1992, whereby UNITAR would focus its activities on training, reevaluate the post grade of its director, and rent or sell the headquarters building. The Secretary General was requested to produce a report in 1992 that analyzes all UN research/training institutes and rationalizes UNITAR's role in that context; analyzes options for location of the Institute and resolution of its debt; presents specific proposals on the Institute's future, including financing and staffing levels; presents the results of consultations with UNU on possible association with the Institute; and analyzes the feasibility of the Institute's role in peace-keeping training. The resolution also asked the Secretary General and UNITAR to consider, in consultation with the ACABQ, financial mechanisms to finance the General Fund of the Institute.

UN University

The UN University (UNU), founded in 1973, is a nondegree-conferring postgraduate institution which coordinates studies on a range of issues of significance to the United Nations such as nutrition, energy, and development. A number of American scholars collaborated on UNU projects during 1991. The UNU is supported by voluntary contributions. Its headquarters is in Tokyo, and Japan is its principal benefactor. The United States, as a government, did not contribute to UNU during 1991 and did not play a role in its activities.

Part 7



Trusteeship and Dependent Areas

Chapter XI of the UN Charter sets forth responsibilities of states for the "administration of territories whose people have not yet attained a full measure of self-government." These "non-self-governing territories" are considered annually by the Special Committee on the Situation with Regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples (Committee of 24 or C-24), and by the General Assembly's Fourth Committee. The Committee of 24 makes suggestions and recommendations to the Fourth Committee regarding implementation of UN General Assembly resolution 1514 of 1960 (Declaration on the Granting of Independence to Colonial Countries and Peoples), specific issues affecting the decolonization process, and the activities of specialized agencies and other UN bodies in those territories.

The United States, which is firmly committed to self-determination for all peoples, has consistently opposed many resolutions emanating from the Committee of 24. The United States disagrees with the view of many C-24 members that independence is the only possible outcome of self-determination. The U.S. view is buttressed by General Assembly resolutions 1514 and 1541 of 1960, which explicitly recognize that other legitimate outcomes are free association with an independent state or integration with an independent state. The United States also objects to C-24 condemnation of administering power military bases in non-self-governing territories; whether military bases interfere with the right of self-determination can be decided solely on a case-by-case basis. The United States has consistently opposed C-24 resolutions calling for specialized agency cooperation with, and assistance to, "national liberation movements."

Despite these disagreements, the United States continued to cooperate with the Committee of 24 during 1991, participating in its meetings as an observer and submitting to it reports on the U.S. Virgin Islands, American Samoa and Guam.

U.S. Territories

American Samoa is an unincorporated and unorganized U.S. territory located in the South Pacific, 2,300 miles southwest of Hawaii. It comprises seven islands with a total area of 76 square miles and a population of approximately 35,000.

Guam is an organized, unincorporated U.S. territory. About 30 miles long and 4 to 8 miles wide, Guam is the southernmost island in the Mariana Islands chain in the Western Pacific, about 6,000 miles west of San Francisco. It has a population of approximately 115,000.

The **U.S. Virgin Islands** are also an organized and unincorporated U.S. territory. The most prominent of these islands, located 1,000 miles southeast of Miami, are St. Thomas, St. Croix and St. John. The population of the territory is about 110,000, and total land area is approximately 130 square miles.

Special Committee Consideration

In 1991 the Committee of 24 for the first time consolidated resolutions on the three U.S. and seven other non-self-governing territories (six of which are administered by the United Kingdom and one by New Zealand) into one "omnibus" resolution. The United States supported this important step to streamline the Committee's work. Despite procedural advances, the United States objected to the C-24's affirmation in the Guam section of the omnibus resolution that U.S. military bases and installations in Guam could constitute an obstacle to implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples in Territories under Colonial Domination. Sections on the U.S. Virgin Islands and American Samoa did not present important difficulties for the United States.

General Assembly Action

Winds of change which had already blown away East-West confrontation in other General Assembly committees and UN fora reached the Fourth Committee in 1991. Although an attempt to rationalize and depoliticize the committee's work was quickly defeated by radical members early in the General Assembly, reform-minded delegations did succeed, for the first time, in removing or modifying objectionable language in several C-24 resolutions. U.S.-proposed amendments to the omnibus resolution's section on Guam, as well as minor amendments to the section on the U.S. Virgin Islands, were carried, thereby enabling the U.S. Delegation to join in consensus adoption of the resolution. This was the first year the United States neither voted against nor

abstained on UN resolutions pertaining to its non-self-governing territories.

Puerto Rico

The United States opposes C-24 consideration of Puerto Rico. General Assembly resolution 748 (1953) removed Puerto Rico from the list of non-self-governing territories following a referendum in which the Puerto Rican people decided that the island should become a U.S. Commonwealth. Resolution 748 recognized that the island's citizens had exercised their right to self-determination and that Puerto Rico, as a self-governing entity, was no longer a proper subject for UN consideration under the UN Charter.

U.S. opposition to a C-24 resolution "reaffirming" Puerto Rico's right to independence, an option Puerto Ricans repeatedly have declined to exercise, again fell on deaf ears in 1991. Although the resolution passed, 16 of 25 delegations either voted against, abstained or were not present. The Fourth Committee opted not to refer the resolution to the plenary, although C-24 consideration of the issue appears in the Fourth Committee's report to the General Assembly.

Other Questions

Fourth Committee

The Fourth Committee took action on eight draft resolutions in 1991. In addition to the resolution on Western Sahara (discussed in Section I) and the omnibus resolution on 10 non-self-governing territories (including Guam, the U.S. Virgin Islands and American Samoa), it adopted without vote resolutions on one other non-self-governing territory (New Caledonia); on cooperation and coordination of specialized agencies and international agencies associated with the United Nations in their assistance to non-self-governing territories; and on offers by member states of study and training facilities for inhabitants of non-self-governing territories. A resolution on reporting information on non-self-governing territories was adopted in plenary by a vote of 157 to 0, with 3 (U.S.) abstentions. (Resolution 46/63.)

The United States voted against two Fourth Committee resolutions. The most controversial of these was titled "Activities of foreign economic and other interests which are impeding the implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples in Territories under Colonial Domination and efforts to eliminate colonialism, apart-

heid and racial discrimination in southern Africa." The resolution was approved by the Fourth Committee and adopted in plenary by a vote of 109 to 34 (U.S.), with 16 abstentions. (Resolution 46/64.) The United States also opposed a resolution on "Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples by the specialized agencies and the international institutions associated with the United Nations." The resolution was adopted in plenary by a vote of 115 to 28 (U.S.), with 17 abstentions. (Resolution 46/65.)

The United States has consistently voted against Fourth Committee resolutions dealing with "foreign economic activities" because of outmoded and erroneous assumptions regarding the activities of multinational corporations. Furthermore, the U.S. Government does not view such activities as significant impediments to self-determination. The United States opposed the resolution on the implementation of the Declaration on Granting Independence because it contained highly polemical language on issues totally unrelated to the subject of decolonization.

The Fourth Committee also adopted four decisions. The United States joined in the consensus adoption of decisions on Gibraltar and Pitcairn Island. A decision on "Military activities and arrangements by colonial powers in territories" was passed in plenary by a vote of 108 to 34 (U.S.), with 16 abstentions. (Decision 46/419.) A decision on St. Helena was passed in plenary by a vote of 120 to 2 (U.S.), with 38 abstentions. (Decision 46/422.)

The United States does not view the presence of military facilities and personnel in a non-self-governing territory as necessarily posing a major impediment to the exercise of self-determination and so opposed the decision on military activities. The United States voted against the decision on St. Helena because of a critical reference to military facilities on Ascension Island.

Plenary Action

The General Assembly adopted all resolutions and decisions referred to it by the Fourth Committee. In addition, the General Assembly also adopted three resolutions submitted directly by the Committee of 24. A resolution on the international decade for the eradication of colonialism was adopted without a vote. (Resolution 46/181.) The omnibus resolution on implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples was adopted 137 to 2 (U.S.), with 22 abstentions. (Resolution 46/71.) The United States opposed the omnibus resolution because it contained general condemnation of foreign economic activities and called for the withdrawal of foreign military

installations from non-self-governing territories. The plenary also approved a resolution on the dissemination of information on decolonization by 143 to 2 (U.S.), with 16 abstentions (Resolution 46/72); the United States opposed this resolution for budgetary reasons.

Trusteeship Council

Chapters XII and XIII of the UN Charter established an international trusteeship system overseen by the Trusteeship Council. By 1991 only the Republic of Palau, part of the Trust Territory of the Pacific Islands (TTPI) administered by the United States, remained subject to the Trusteeship Agreement under the Council's jurisdiction. In May 1986 the Trusteeship Council determined that the United States had fulfilled its obligations as trustee with respect to the Republic of the Marshall Islands (RMI), the Federated States of Micronesia (FSM) and the Commonwealth of the Northern Mariana Islands. The Security Council confirmed that finding, December 22, 1990, when it adopted resolution 683 by a vote of 14 (U.S.) to 1 (Cuba).

The United States and Palau have negotiated a Compact of Free Association under which Palau would become a sovereign self-governing state comparable to the RMI and the FSM. Efforts to bring the agreement into effect have been defeated on seven occasions, however, by non-nuclear provisions in the Palauan constitution requiring 75 percent of voters approve the new arrangement. At the 58th session of the Trusteeship Council, May 3-14, the United States stated its commitment to work with Palauans to terminate the trusteeship at an early date. The trusteeship had served its purpose of providing Palau with the infrastructure, educational systems and economic development needed to prosper under whatever political system it chose. The United States expressed willingness to examine proposed modifications to the Compact and, if necessary, accept as an alternative full independence under terms acceptable to Palau.

In the conclusions and recommendations adopted at the 58th session, the Council welcomed assurances by the United States that it was prepared to assist the Government of Palau, at its request, to resolve the islands' status in accordance with the free choice of its people. The Council noted Palauan concerns regarding economic development and self-sufficiency, sharing the view that continued efforts were needed in this regard. Mention was made of assurances by the United States that it had no plans to establish military bases in Palau. In December, the Council decided to accept a U.S. invitation to send a visiting mission to

Palau in early 1992. The United States hoped thereby to assist the Council to develop, before its 59th session, a better understanding of social and economic conditions in the territory.

Part 8



Legal Developments

Significant legal issues arise frequently in connection with U.S. participation in UN activities and in activities of international organizations affiliated with the United Nations. Many of these legal matters are discussed in other parts of this report in the context of the issues or particular international organizations to which they relate. The following deals with activities of an exclusively legal character.

International Court of Justice

The International Court of Justice (ICJ) is the principal judicial organ of the United Nations. It decides cases submitted by states and gives advisory opinions on legal questions at the request of international organizations authorized to request such opinions pursuant to the Statute of the Court and the UN Charter. The Court is composed of 15 judges, no two of whom may be nationals of the same state. They are elected by the UN General Assembly and the Security Council, voting independently, from a list of persons nominated by national groups on the Permanent Court of Arbitration. The electors consider the qualifications of the candidates and representation of the main forms of civilization and the principal legal systems of the world. Court members are elected for 9-year terms, with one third of the total number of judges elected every 3 years.

The Court submitted to the General Assembly a brief report on its activities from August 1, 1990, to July 31, 1991. The report contained information on the Court's composition, jurisdiction, judicial work, administration and publications. The General Assembly took note of the report on November 8. (Decision 46/405.)

On December 5 the General Assembly elected Bola Ajibola of Nigeria to fill the unexpired term of deceased Judge Taslim Olawale Elias of Nigeria.

Nicaragua v. United States of America

The United States continued to maintain that the Court's decision that it had jurisdiction in this case was "clearly and

manifestly erroneous as to both fact and law," and that the Court was without jurisdiction to hear the dispute. On September 12 Nicaragua requested the Court discontinue proceedings relating to damages, in which it renounced all further right of action on the case. On September 25 the United States welcomed the Nicaraguan request and on September 26 the Court discontinued the case and removed it from its list of cases.

Iran v. United States of America

On July 24, 1990, Iran filed its Memorial in this case against the United States regarding the shooting down of a civilian Iranian airliner by U.S. military forces protecting U.S. merchant vessels in the Persian Gulf during hostilities between Iran and Iraq. By Order of June 12, 1990, the Court provided that the United States file its Counter-Memorial by March 4, 1991. On March 4 the United States filed preliminary objection to the jurisdiction of the Court. On April 9 the Court fixed December 9, 1991, as the time limit within which Iran may present its observations and submissions. On December 18 the Court extended Iran's time limit to June 9, 1992.

International Law Commission

Pursuant to General Assembly resolution 174 (II) of November 21, 1947, the International Law Commission (ILC) was established in 1948 to promote the codification and progressive development of international law. Its membership consists of 34 legal experts serving in their individual capacities and elected by the General Assembly for 5-year terms. The current ILC includes a U.S. citizen expert.

The ILC studies topics determined suitable for codification or that other UN bodies refer to it. Its normal procedure is to select one of its members (designated a special rapporteur) to prepare reports on each topic and draft articles which are acted on by the full Commission. The Commission reports to the General Assembly on articles it has adopted during that year's session. It reconsiders articles in light of government comments and then adopts final texts, which it forwards to the General Assembly. When the Assembly receives a set of draft articles, it may convene a diplomatic conference to consider adoption of a convention, review the articles itself, note them, or remand them to the Commission for further study.

Work of the Commission's 43rd Session

The ILC held its 43rd session in Geneva from April 29 to July 19. Ambassador Abdul Koroma (Sierra Leone) was elected chair-

man. The Commission adopted full sets of draft articles on three subjects. It completed the second reading, or final adoption, of the draft of Jurisdictional Immunities of States and their Property; approved on first reading its articles on the Law of the Non-Navigational Uses of International Watercourses; and adopted the Draft Code of Crimes Against the Peace and Security of Mankind.

The Commission recommended in its report to the General Assembly on jurisdictional immunities that the Assembly convene a diplomatic conference to conclude a convention based on the Commission's articles. The drafts on watercourses and crimes were sent to governments for their comments by January 1, 1993. The Commission will then give each of those drafts a second reading, taking into account the observations received from states.

The Commission also considered establishing an international criminal court and reports on International Liability for Injurious Consequences arising out of Acts Not Prohibited by International Law, Relations between States and International Organizations, and State Responsibility.

Sixth Committee Debate on an International Criminal Court

The most controversial issue during the Sixth Committee's debate on the ILC's work was the issue of establishing an international criminal court.

Most countries that spoke on establishing an international criminal court generally supported the concept, but stated that more study was needed. There was widespread disagreement, however, on many fundamental issues, including the relationship between the jurisdiction of such a court and that of national courts, whether consent of countries with a prosecutorial interest should be required, and the types of crimes to be included in the court's jurisdiction.

The U.S. Representative stated that

the creation of a permanent international criminal court cannot be viewed as a "quick fix," but is rather an enormously complex and far-reaching endeavor, raising profound legal, political and practical questions . . . The United States is not suggesting that these problems are insurmountable. They are, however, complex, and their successful resolution requires a fair degree of real international consensus. At present, there seems to be international consensus primarily on the questions and concerns . . . In summary, as a majority of other countries have remarked, the United States believes the question of establishing an international criminal court requires further study. We

encourage the International Law Commission to return in earnest to the task.

There was general consensus that the ILC should return to the task of preparing a detailed analysis of the issues associated with the establishment of an international criminal court.

General Assembly Action

The Sixth Committee approved a resolution on the ILC's report recommending, *inter alia*, that the Commission continue its work on all topics on its agenda. The resolution also asked the Commission to consider further and analyze the issues raised in its 1990 report on an international criminal court to enable the General Assembly to provide guidance.

The Sixth Committee also approved a resolution on the draft articles on Jurisdictional Immunities of States and their Property. The resolution, *inter alia*, invited states to provide written comments and observations on the draft articles by July 1, 1992, and established a working group of the Sixth Committee at the 47th General Assembly. The working group is to examine issues arising out of the draft articles and the question of convening an international conference to conclude a convention based on the draft articles. The Committee approved these resolutions by consensus and forwarded them to the General Assembly, which adopted them on December 9, also by consensus (Resolution 46/54; Resolution 46/55.)

UN Commission on International Trade Law

The UN Commission on International Trade Law (UNCITRAL), established by the General Assembly in 1966 and headquartered in Vienna, has as its principal mandate the progressive codification of international trade law and the coordination of such efforts within the UN system. The General Assembly in resolution 46/56 A on December 9 reaffirmed UNCITRAL as the "core legal body in the UN system" in this field. The Commission at its 24th plenary session in Vienna in June and in the meetings of its three specialized working groups continued to conduct its work in a technically focused and non-politicized manner, without North-South divisions impairing its effectiveness.

The Commission is composed of 36 member states, including the United States, elected by the General Assembly for terms of 6 years. Its tradition is to work by consensus and avoid regional or

bloc positions. The General Assembly elected Austria, Ecuador, Poland, Saudi Arabia, Sudan, Thailand, Uganda and Tanzania as new members (Decision 46/309.)

International Law Conventions

1991 UN Convention on Transport Terminals

The convention, dealing with a key link between international and domestic transportation of goods, was completed at a UN diplomatic conference in April in Vienna and opened for signature; the United States joined consensus on the text. The convention covers gaps between international conventions primarily on ocean and air transportation and national transportation laws, balancing the rights of shippers, cargo handlers and owners.

UN Convention on International Sales of Goods

Bulgaria, Canada, Chile, Czechoslovakia, Germany, Guinea, Iraq, Romania, Spain, Switzerland, the Ukraine and the Russian Federation became parties to or ratified the convention in 1991, bringing to 32 the total member states parties; the UNCITRAL-prepared convention is the first multilateral treaty by which the United States has adopted substantive commercial law on international transactions.

Model Uniform Law on International Credit Transfers

The Commission at its 24th plenary session in May (chaired by K. Sono of Japan) endeavored to reach consensus on a UN Model Law but was unable to do so. Nevertheless, a number of issues were decided along lines long sought by the United States, which recognized the need for new UN legal approaches to accommodate the growth of computer-assisted bank transfers and clearing systems, thus raising the possibility that the United States could join consensus in the future. The United States has been urging rules that are market-oriented, support new electronic methods of completing funds transfers, and limit liabilities to promote international use of new computer banking methods.

Model Law on Bank Guarantees and Standby Letters of Credit

UNCITRAL held two working group meetings in an effort to reach agreement on common international standards; the United States has recommended instead that a convention be prepared recognizing both the law and the market for the two major types of commercial guarantee instruments since 1945: European style bank guarantees and American standby letters of credit.

Other Matters

Working group meetings continued to be held on the draft UN Legal Guide to Countertrade Contracts and a UN Model Law for Procurement; the United States continues actively to support both projects, which have a direct relationship to U.S. import-export concerns and trade with developing countries.

The General Assembly, in resolution 46/56 B, recommended the Commission and the Fifth Committee consider ways to increase participation of experts from the least-developed countries and to a lesser extent from developing countries. The primary means used for accomplishing the work of the Commission is preparation of conventions, model laws and rules and their subsequent adoption by states; broad participation by experts from member states is important to achieve widely acceptable international legal texts in technical areas such as those undertaken by UNCITRAL. The Sixth Committee discussed, without conclusions, options for UN support of travel and other costs for attendance at UNCITRAL meetings and options for distributing such assistance between regions and countries at different levels of development.

Decade of International Law

In resolution 44/23 of November 17, 1989, the General Assembly declared the period 1990–1999 the UN Decade of International Law. The main purposes of the Decade are to promote acceptance of and respect for the principles of international law; to promote means and methods for the peaceful settlement of disputes between states, including resort to and full respect for the International Court of Justice; to encourage the progressive development of international law and its codification; and to encourage the teaching, study, dissemination and wider appreciation of international law.

At the 45th General Assembly, a working group of the Sixth Committee prepared a program of activities for the first term (1990–1992) of the Decade. The program, adopted by the General Assembly in resolution 45/40 in 1990, listed a number of activities to further each of the Decade's four goals. At the 46th session, the General Assembly considered the progress report submitted by the Secretary General on the implementation of the first term of the program. In resolution 46/53, adopted by consensus on December 9, the General Assembly invited states and international organizations and institutions to provide information on activities undertaken to implement the first term of the Decade, and to provide views on possible activities for the next

term. Based on these responses, the Secretary General will submit a report to the 47th session.

Host Country Relations

The General Assembly established the Committee on Relations with the Host Country in 1971 to replace the informal Joint Committee on Host Country Relations. The Committee deals with the security of UN missions and safety of personnel, diplomatic privileges and immunities, travel regulations, tax problems, financial indebtedness of UN missions and their personnel, visa matters and other issues relating to the implementation of the Headquarters Agreement between the United Nations and the United States.

The Committee met six times during 1991: March 26, April 30, July 8, October 9, November 15 and November 25. At its 149th meeting, on March 26, the Committee focused on the problem of financial indebtedness. The U.S. Representative spoke to the Committee about the problems facing missions and staff members of missions when funds for expenses and salaries were not received from their governments. She noted that it was expensive to operate in New York City, and that the United Nations should play a greater role in finding solutions to this growing problem. She proposed the establishment of a working group to deal with all aspects of the problem. Subsequently, a working group was formed with Ivan Sotirov (Bulgaria) as its head. An exchange of letters between the Host Country Committee and the Secretary General highlighted the difficulty of the indebtedness issue and the necessity for full cooperation from all quarters in seeking solutions to the problem.

Travel restrictions, an issue of long-standing irritation in the UN community, were discussed at three meetings. The outcome of the discussions was generally more positive than in recent years because of announcements that travel restrictions were lifted for Mongolia, Nicaragua, Bulgaria and Albania. The Committee noted its desire that restrictions on other missions should also be removed as soon as possible.

On December 9 the General Assembly adopted, without a vote, resolution 46/60, which approved the report of the Committee on Relations with the Host Country. The resolution endorsed the recommendations and conclusions of the Committee contained in its report; urged the host country to continue to bear in mind its obligations, especially in regard to travel; and expressed appreciation to the host country for its efforts.

International Terrorism

The General Assembly considers on a biennial basis an item on international terrorism. In Sixth Committee debate, all speakers agreed terrorism should be unequivocally condemned without exception as unjustifiable criminal activity. States disagreed, however, whether the United Nations should revive the *Ad Hoc* Committee on Terrorism, or convene an international conference to develop a definition of international terrorism distinguishing it from national liberation struggles. The majority of states, including the United States, believed that neither reviving of the *Ad Hoc* Committee nor convening an international conference was desirable.

The U.S. Representative said there were compelling reasons why such a conference or working group is neither necessary nor useful. Experience has shown, he said, that the difficulty in reaching consensus on a general definition of terrorism is, as a practical matter, insurmountable. The international community, he added, had wisely abandoned the chimera of such an approach in favor of elaborating concrete measures to combat terrorism, including adoption of international conventions defining particular terrorist acts universally condemned. He further emphasized that there was now international agreement that violence against civil aviation, attacks on diplomats, and hostage-taking were so heinous that groups and individuals may not engage in them no matter how just their cause.

The General Assembly adopted by consensus resolution 46/51. Like the terrorism resolution adopted by the 44th General Assembly, this resolution unequivocally condemned, as criminal and unjustifiable, all acts of terrorism; urged all states to fulfill their obligations under international law, including the apprehension and prosecution or extradition of perpetrators of terrorist acts; and called upon states to use their political influence to secure the safe release of hostages. In addition, the resolution welcomed the adoption of the Convention for the Marking of Plastic Explosives for the Purpose of Detection.

Protection of the Environment in Time of War

Jordan introduced agenda item "Exploitation of the environment as a weapon in times of armed conflict and the taking of practical measures to prevent such exploitation" because of acts committed by Iraq during the military conflict in the Persian

Gulf, which had an impact of tragic proportions on the environment of the region.

In Sixth Committee debate, all speakers agreed that existing international law prohibited the wanton acts of environmental destruction committed by Iraq. Some states advocated consolidating in one instrument, such as a set of principles, declaration, or international convention, the disparate international provisions relating to protection of the environment during armed conflict. Most took the position that efforts should be focused on implementing existing obligations rather than developing new rules. The U.S. Representative stated:

Iraq's actions did not demonstrate that the coverage of existing international law is inadequate. Rather, Iraq's systematic violations of the law suggest that the problem is compliance with existing law, not the need for new rules or new conventions. . . . what is needed is for countries to spread knowledge of the existing rules as broadly as possible As a first step toward this end, countries should ensure that the requirements of existing international law are fully incorporated into our military manuals and that our military authorities are sufficiently instructed in their application.

Representatives pointed out that the issue of protecting the environment in time of war was on the agenda of the 26th International Conference of the Red Cross and Red Crescent (ICRC), scheduled to begin in November, in Budapest. There was consensus that the ICRC was an appropriate venue for an initial substantive consideration of the issue. The General Assembly adopted by consensus decision 46/417, which requested that the Secretary General report on the results of the ICRC's consideration of the issue and included the item in the provisional agenda of its 47th session.

Part 9



Administration and Budget

President Bush's FY 1992 budget, issued in January 1991, included a request for essentially full funding of U.S.-assessed contributions and a renewed request for payments in a 5-year plan to eliminate U.S. arrearages to the United Nations and other international organizations.

U.S. efforts in 1991 regarding UN budget, administration and institutional management issues continued in pursuit of reform measures initiated in 1986. A major accomplishment was the December decision of the UN General Assembly to approve by consensus a UN program budget for the 1992-1993 biennium, which included an overall zero real growth budget level and established a contingency fund to finance new activities. (Resolution 46/186.) This consensus approval of the budget continued implementation of the budget process reforms established in General Assembly resolution 41/213 in 1986.

The work of the General Assembly's Fifth Committee (Administrative and Budgetary) deals with organization-wide administrative problems, and thus is a major forum in which to pursue the policy objective of a "Unitary UN." The Fifth Committee must provide information on how General Assembly resolutions with financial implications, if adopted, would affect the UN budget. Its most important function is to make recommendations to the General Assembly on the regular program budget and on assessed peacekeeping budgets.

Several special UN bodies assist in this work. In financial matters, there are two key expert bodies composed of individuals acting as independent experts rather than as instructed delegates. The Advisory Committee on Administrative and Budgetary Questions (ACABQ) examines the Secretary General's proposals and reports to the General Assembly on UN budgets and UN accounts, on administrative budgets of UN specialized agencies and on other administrative, financial and budgetary matters referred to it. The Committee on Contributions advises the General Assembly on all questions relating to apportionment of UN expenses among member states. Other

expert financial bodies are the Board of Auditors, the Investments Committee (which advises on the management of the Pension Fund) and the UN Joint Staff Pension Board.

The International Civil Service Commission (ICSC), another expert body, makes recommendations to the General Assembly on the regulation and coordination of conditions of service within the United Nations, specialized agencies and other international organizations which participate in the UN common system of salaries and allowances. The Committee on Conferences is an intergovernmental, administrative body, which develops a workable calendar of UN meetings and advises the Assembly on the most efficient use of conference resources and on current and future requirements.

The Administrative Committee on Coordination (ACC), composed of the UN Secretary General and executive heads of specialized agencies, IAEA and other major bodies and programs, meets regularly to supervise implementation of agreements between the United Nations and specialized agencies and to coordinate activities of the various organizations. The Committee for Program and Coordination (CPC), an intergovernmental body, serves as the main subsidiary organ of both ECOSOC and the General Assembly for planning, programming and coordination. It plays an additional key role in implementation of the new consensus-based budget process. The Joint Inspection Unit (JIU), a group of experts who serve full time, is empowered to investigate and evaluate any matter bearing on efficiency of services and proper use of funds.

UN Reform

On December 20 the UN General Assembly adopted, without a vote, decision 46/467 concerning the review of the efficiency of the administrative and financial functioning of the United Nations. In this decision, the General Assembly:

- Took note “with appreciation,” of the report of the Secretary General on facilities management and the comments and observations of the Advisory Committee on Administrative and Budgetary Questions (ACABQ), and urged the Secretary General to continue with the formulation of an integrated and coordinated approach to facilities management.

- Took note of the report of the Secretary General on administrative, structural and other aspects of the improvement of the efficiency of the United Nations, and indicated it would keep the matter under review.

- Deferred consideration of two documents—the report of the Secretary General on extra-budgetary resources of the United Nations and the note by the Secretariat on the application of workload analysis techniques at the United Nations to a later stage at its 46th session.

- Deferred consideration of the follow-up report of the Joint Inspection Unit (JIU) on the Management Advisory Service of the United Nations and the comments of the Secretary General thereon.

In addition, the General Assembly on December 20 approved, without a vote, resolution 46/220 regarding the rationalization of the work of the Fifth Committee. The resolution adopted the “biennial approach” for consideration of agenda items of the Fifth Committee, with the exception of items specifically mandated to be considered annually, as required, or on an *ad hoc* basis. Items to be considered annually included financial reports and audited financial statements, and reports of the Board of Auditors; program budget of the United Nations; current financial crisis of the United Nations; financial emergency of the United Nations; pattern of conferences; financing of UN peacekeeping operations; appointments to fill vacancies; and report of the Economic and Social Council. Items to be considered biennially, in odd calendar years, include proposed program budget for the next biennium; Joint Inspection Unit (in-depth examination and consideration of annual reports); and administrative and budgetary aspects of financing UN peacekeeping operations. The scale of assessments for apportionment of UN expenses is to be considered as required under this resolution.

Unlike previous years, the agenda item concerning the review of the efficiency of the administrative and financial functioning of the United Nations was characterized by uncertainty about actions that might be taken in 1992 by a new UN Secretary General on restructuring and streamlining of the UN Secretariat. This uncertainty was evident in decision 46/467, which called on the General Assembly to either take note of or defer action on the various reports submitted for this agenda item by the incumbent Secretary General. Also, resolution 46/220 concerning rationalization of the work of the Fifth Committee was introduced very late in the regular session of the 46th General Assembly (December 18). Its introduction and subsequent approval (December 20) followed informal consultations among Committee members in which concerns were expressed over the ability of the Committee to complete its ever-increasing workload during the regular session of the General Assembly. This

particular issue had not previously been considered by the Fifth Committee under the general theme of UN reform.

In its statement of October 23 to the Fifth Committee on the 1992-1993 UN program budget, the United States reaffirmed its strong commitment to the UN reform process. The U.S. Representative noted that for the United Nations to respond to new demands and requirements,

... it must be equipped with the management and administrative structure that will strengthen its capacity and its flexibility. These changes are urgently required to ensure the most effective use of the funds and resources our governments currently put at its disposal.

The U.S. Representative welcomed ongoing discussions of the various measures needed to strengthen and streamline the UN Secretariat. He indicated the U.S. hope was

... that these consultations will lead to broad agreement on key elements of a Secretariat reform proposal which could be considered with the Secretary General-designate. Such proposals could then be developed with a view to presenting a final package to the General Assembly for approval.

It was recognized, he stated, that

... current systems do not provide the Secretary General with sufficient authority and mechanisms to set priorities, conduct independent evaluations of programs and redeploy resources. The Secretary General is the chief executive. As such, he must have those authorities required to make the organization a more progressive, relevant and effective instrument for global change.

Current Financial Crisis of the United Nations

Due to time constraints, action on a resolution regarding the current financial crisis and emergency of the United Nations was deferred until a resumed session of the Fifth Committee in 1992. Despite improvement in the cash flow situation, the Secretary General proposed a number of measures to strengthen the organization's financial position. The potential cost and complexity of these proposals, together with the consideration of these items late in the session, prevented member states from reaching agreement at the regular session.

The improved cash position reflected significant payments made by the United States during the course of the year. Total U.S. payments to the UN regular budget in 1991 amounted to \$301.3 million. Of this amount, \$265.2 million related to the U.S. assessed contribution for calendar year 1991, financed from fiscal year 1992 funds. The balance of the \$301.3 million related to

an initial payment of \$36.1 million toward regular budget arrears.

The Secretary General sought approval for a number of measures previously rejected by the Assembly as well as several new proposals. The United States opposed most of these proposals which, if approved, would have required substantial additional assessed contributions. These included an increase in the Working Capital Fund from \$100 million to \$250 million; establishment of a \$1 billion Peace Endowment Fund to be financed in part through a \$300 million assessment on member states during 1992; establishment of a \$50 million fund to finance start-up costs of new humanitarian operations; and charging interest at commercial rates for all assessments unpaid 60 days after issuance of a letter of assessment, either for the regular budget or peacekeeping. These proposals, if accepted, would have required special assessed contributions from the United States of more than \$140 million in calendar year 1992. In addition, the Secretary General sought the authority to borrow commercially to finance expenses of the organization.

Although the United States could not support these proposals, it endorsed resolution 46/182 which established a \$50 million humanitarian assistance reserve fund financed through voluntary contributions. The United States also expressed willingness to consider further the Secretary General's proposal to establish a fund to cover startup costs of new peacekeeping operations. The Secretary General planned to allocate unspent balances totaling \$50 million remaining in the UNTAG and UN-IMOG accounts to capitalize this fund. Several delegations, including the U.S., expressed reservations about this method of funding.

UN Budget

The General Assembly adopted three resolutions on the UN program budget. One resolution approved final estimates for the 1990-1991 biennium, while the other related to budget estimates for the 1992-1993 biennium.

Resolution 46/184, approved without a vote, recommended final expenditure estimates for the 1990-1991 UN program budget. The Secretary General's performance report proposed an increase of \$47,769,500 in expenditures from the revised level approved in 1990. Due to late issuance of this report, the Advisory Committee on Administrative and Budgetary Questions (ACABQ) did not recommend approval of the entire estimated increase in expenditures. The final expenditure estimate for the

1990–1991 biennium totaled \$2,167,974,500, an increase of \$33,902,400 from the revised level approved in 1990. The bulk of the increase in expenditures related to revisions of staff assessment, inflation and exchange rates. The resolution on the final estimates for 1990–1991 included a provision permitting an additional increase in expenditures to the level proposed by the Secretary General with prior concurrence of the Advisory Committee.

With regard to the 1992–1993 biennium, resolution 46/186, adopted without a vote, approved an initial expenditure total of \$2,389,234,900. This amount, while \$221 million higher than the final expenditure level for 1990–1991, reflected zero real growth. Projected inflationary cost increases and the continued decline of the U.S. dollar on foreign currency markets were responsible for the largest increases in the 1992–1993 budget level. Other increases in the UN budget included primarily nonrecurrent costs for peacekeeping/peacemaking activities in Afghanistan, along the Iran-Iraq border and in Central America. The 1992–1993 budget established a contingency fund of \$19 million to accommodate new programs and activities approved during the 1992–1993 biennium.

Resolutions approved by the 46th UN General Assembly resulted in budget add-ons totaling less than \$3 million. Excluding the impact of cost increases for unfavorable developments in exchange rates and inflation and the nonrecurrent peacekeeping/peacemaking costs, the ceiling level established for the 1992–1993 biennium at the 45th General Assembly in 1990 was maintained. General Assembly resolution 41/213, which formed the basis for the new UN budget reform procedure, did not require upward adjustments for inflation, currency or salary/benefit increases to be financed within the initial level approved in the budget outline. Accordingly, the integrity of the new budgetary procedure was maintained at the 46th General Assembly.

General Assembly resolution 46/185, also approved without a vote, included a number of measures aimed at further streamlining and strengthening the organization. To a large extent this resolution incorporated many of the ideas advanced in the October 23 U.S. statement to the Fifth Committee on the 1992–1993 program budget. This resolution requested the Secretary General to review staffing requirements, particularly at the most senior levels, and to present revised estimates to the next session of the General Assembly. It reflected views expressed by the United States and other delegations that staffing levels could be

reduced, notably at the Under Secretary General and Assistant Secretary General levels.

Resolution 46/185 also requested the Secretary General consider possible consolidation of administrative functions in the Secretariat and present proposals for streamlining the organization at the next session. In view of rapid changes taking place in the world, it indicated modifications of the UN's existing programs were needed. The resolution called upon the Secretary General to respond to these changes by implementing measures "to improve the cost effectiveness and efficiency of the organization, thereby enhancing its capacity and flexibility to respond effectively to needs and mandates."

Both resolutions relating to the 1992-1993 budget were adopted by the Fifth Committee on December 19 and the plenary on December 20. In the Fifth Committee, the U.S Representative noted that the adoption of the 1992-1993 budget by consensus represented another important step in rebuilding the confidence of all member states in the organization. He noted the budget resolution reflected significant progress toward further reform in the Secretariat and provided the new Secretary General "with a basis for further restructuring and enhancement of programs and activities."

Audit Reports

In eight meetings between October 4 and December 3, the Fifth Committee considered the financial reports and audited financial statements for the year ending December 31, 1990, of the UN Relief and Works Agency for Palestine Refugees in the Near East (UNRWA), UN Institute for Training and Research (UNITAR) and voluntary funds administered by the UN High Commissioner for Refugees (UNHCR), and interim reports of the Board of Auditors on the UN Development Program (UNDP), UN Population Fund (UNFPA) and International Trade Center (ITC) for the first year of the 1990-1991 biennium.

The Committee also considered the reports and audit opinions of the Board of Auditors, the summary of principal findings, conclusions and recommendations for remedial action of the Board of Auditors, and the report of the Advisory Committee on Administrative and Budgetary Questions (ACABQ).

On October 4 the chairman of the Board of Auditors introduced the Board reports and summarized its major findings. With respect to the interim reports for UNDP and UNFPA, he indicated these were prepared in response to numerous requests

for information on management issues and to concerns that their change to biennial financial statements would delay audit findings of importance to decision making.

On October 11 the U.S. Representative delivered a comprehensive statement in the Fifth Committee commending the Board of Auditors for its excellent work, thanking the ACABQ for its useful input and welcoming the issuance, for the first time, of interim reports on UNDP, UNFPA and ITC. He also expressed regret over the lack of effective measures to facilitate reporting by staff members on a confidential basis of any inappropriate use of UN program or organization resources; strengthen inventory controls on nonexpendable property; control the payment of all allowances and benefits to staff members; investigate the possibility of abuse of the tax reimbursement system; and control project and implementation costs.

In particular, he expressed concern over the deteriorating financial situation of UNITAR and its continuing need for regular advances from the UN regular budget; mismanagement of funds by UNHCR; the failure of implementing partners to provide audited financial statements in time for the audit and issuance of the audit opinion on the financial statements of UNDP and UNFPA; and the lack of controls over the financial resources of UNDP's Office of Project Services.

The draft resolution, considered by the Fifth Committee on November 21, contained virtually all of the proposals put forth by the U.S. Delegation. Key elements of the draft resolution:

- Requests the UNDP Administrator to take appropriate measures to improve budget management and ensure timely completion of projects executed by the Office for Project Services;
- Requests the Secretary General submit to the 47th General Assembly a report concerning the way in which year-end obligations relating to expenditures on equipment and on multiyear obligations should be dealt with; and
- Urges the Secretary General and executive heads of the UN organizations and programs to submit detailed progress reports on steps taken to implement previous recommendations of the Board of Auditors and the related recommendations of the Advisory Committee; to report on the implementation of effective measures to facilitate reporting by staff members of any inappropriate use of the resources of a UN organization or program; to implement stringent inventory controls on nonexpendable property; and to institute without delay more effective

control on the payment of all allowances and benefits to staff members.

On December 3, the Fifth Committee adopted the draft resolution by consensus, and on December 20 the General Assembly formally adopted it as resolution 46/183, "Financial reports and audited financial statements, and reports of the Board of Auditors," without a vote.

The Fifth Committee also endorsed recommendations of the Panel of External Auditors on its interim study to develop common accounting standards. This study was prepared by the Panel in response to resolution 45/235. If no agreement were to be reached in the Consultative Committee on Administrative Questions (CCAQ), a subsidiary organ of the Administrative Committee on Coordination (ACC), on harmonizing accounting standards, a consultant would be appointed to propose a set of standards for common application among the UN, its specialized agencies and the IAEA.

Financing Peacekeeping Operations

The 46th General Assembly adopted, by consensus, resolutions for financing the following UN peacekeeping activities: UN Disengagement Observer Force (UNDOF), UN Interim Force in Lebanon (UNIFIL), UN Angola Verification Mission (UNAVEM), UN Observer Group in Central America (ONUCA), UN Iraq-Kuwait Observation Mission (UNIKOM) and the UN Advance Mission in Cambodia (UNAMIC). Consideration of the financing of the UN Mission for the Referendum in Western Sahara (MINURSO) was deferred to a resumed session of the 46th General Assembly in 1992.

Resolution 46/193 appropriated \$20,679,000 (gross) for the operation of UNDOF for the period June 1–November 30, and \$21,384,000 (gross) for the period December 1, 1991, to May 31, 1992. The resolution authorized the Secretary General to enter into commitments at a rate not to exceed \$3,564,000 per month for the operation of UNDOF for the period June 1–November 30, 1992. The resolution also included two provisions for crediting income and budget surpluses against member assessments. Under the first provision, member states would be credited their *pro rata* share of estimated income of \$7,500 (other than staff assessment income) covering assessments for the period December 1, 1991, to May 31, 1992. Under the second provision, the UNDOF budget surplus of \$6,790,883, covering the period December 1, 1989, to November 30, 1990, would be credited

against member assessments in respect of such mandate periods as may be approved by the Security Council subsequent to May 31, 1992.

Resolution 46/194 appropriated \$153,468,000 (gross) for the operation of UNIFIL for the period February 1, 1991, to January 31, 1992. Also, the resolution authorized the Secretary General to enter into commitments for the operation of UNIFIL at the rate of \$13,337,000 per month, beginning February 1, 1992, subject to Security Council renewal of the UNIFIL mandate and concurrence by the ACABQ for the actual level of commitments for each mandate period approved subsequent to January 31, 1992. The resolution suspended UN financial regulations 5.2 (b), 5.2 (d), 4.3 and 4.4 with respect to \$8,235,545 which otherwise would have to be surrendered.

Resolution 46/195 appropriated \$42,876,720 (gross) for the operation of UNAVEM for the period January 1 to October 31, 1992. For the same period, the resolution authorized the Secretary General to enter into commitments of up to \$10,719,180 for the operation of UNAVEM with the prior concurrence of the ACABQ. The resolution took note of Security Council resolution 691 which entrusted a new mandate for UNAVEM and established the force for a period of 17 months.

Resolution 46/196 appropriated \$14,400,400 (gross) for the operation of ONUCA for the period May 7 to November 7, 1991, and \$12,408,700 (gross) for the period November 7, 1991, to April 30, 1992. It authorized the Secretary General to enter into commitments at a rate not to exceed \$2,071,000 (gross) per month for the period May 1, 1992, to April 30, 1993, subject to Security Council renewal of the ONUCA mandate beyond the period authorized under its resolution 719. The resolution also credited member assessments for the period May 7 to November 7, their respective shares of an unencumbered balance of \$5,400,400 (gross) which was accrued for the period November 7, 1990, to May 7, 1991.

Resolution 46/197 appropriated \$33,600,000 (gross) for the operation of UNIKOM for the period October 9, 1991, to April 8, 1992. The resolution also authorized the Secretary General to enter into commitment for UNIKOM at a rate not to exceed \$5.6 million per month, subject to concurrence by the ACABQ, for the period April 9–October 8, 1992.

Resolution 46/198 appropriated \$14,319,200 (gross) for the operation of UNAMIC for the period November 1, 1991, to April 30, 1992. The appropriation included the \$6 million in pre-imple-

mentation expenses previously authorized with concurrence of the ACABQ under the terms of General Assembly resolution 44/203 (1989). The resolution also authorized the Secretary General to enter into commitments at a rate not to exceed \$2,070,000 per month for the period beyond April 30, 1992, subject to Security Council renewal of the UNIKOM mandate.

Scale of Assessments

Resolution 46/221 on the scale of assessments for apportioning the expenses of the United Nations was adopted by consensus on December 20. The resolution accepted the scale proposed by the Committee on Contributions for the period 1992 through 1994. It also, however, recognized that changes in the world scene might necessitate a new scale in the coming year and specified that countries could apply to the Committee on Contributions for a new scale.

The resolution also contained the outline of a future scale. A number of compromises had to be made on the part of all member states in order to secure consensus approval of the proposed "model" scale. Developed countries got a debt formula which no longer relied on aggregate debt in its calculation of debt relief, but utilized the extent to which debt was being paid in that calculation. In return, developing countries received an adjustment upward in the low per capita income allowance formula. The upper limit of the allowance (currently \$2,600) was also formally tied to average world per capita income.

The most contentious issue concerned the scheme of limits. This mathematical formula was designed to minimize variations in a country's assessment level from scale to scale. Its principal beneficiaries were oil producers and the fast growth Asian Rim countries. Eastern European countries opposed it since it limited the effect on their assessments of the currency devaluations they have experienced in recent years. Most other nations opposed the scheme because it cumulatively distorted the ability of a scale to accurately reflect capacity to pay. Eventually, a phaseout of the scheme over two consecutive 3-year scale periods was agreed to, with the proviso that care be taken to ensure developing countries do not bear the brunt of the elimination of the scheme of limits.

The resolution also authorized the Committee on Contributions to examine new methodologies that look beyond the traditional formula based on "capacity to pay." This was in response

to the statement by the U.S. Representative before the Fifth Committee on November 21, in which he stated:

Unfortunately, the reliance on capacity to pay, and the methodology that has gone into quantifying it, have resulted in distortions in the scale. Some delegations have suggested that this is simply the best formula available on which we can all agree. The simple fact that this committee now faces such a dispute over the application of that methodology demonstrates that there is a basic flaw in the concept.

Accordingly, the U.S. Delegation believes that the time has come to begin to look beyond the current methodology. We believe that the Assembly should authorize the Committee on Contributions to begin to examine methodological constructs which do not rely on capacity to pay as the sole criterion for determining the scale. Let us begin to look at new criteria which reflect not only what we have learned from past experience, but also the new realities which have come into play in recent years.

Committee for Program and Coordination

The Committee for Program and Coordination (CPC), composed of 34 member states, is the main subsidiary organ of both ECOSOC and the General Assembly for planning, programming and coordination. One key element in the 1986 package of UN administrative and budgetary reforms gave the CPC a central role in a new, consensus-based decision-making process for approving the UN program budget. CPC now plays a vital role in U.S. efforts to exercise appropriate influence on budget size and priorities.

At its annual session May 13–June 12 the Committee considered the Secretary General's proposed program budget for the 1992–1993 biennium (the major topic on the CPC's agenda), UN reform and program coordination questions. ECOSOC reviewed and endorsed the CPC conclusions and recommendations in resolution 1991/67 in July. The 46th General Assembly considered the CPC report under its agenda item on program planning; CPC recommendations were approved without a vote in December as resolution 46/189.

Proposed Program Budget for 1992–1993. One of the CPC's main responsibilities under reform resolution 41/213 is the review of the biennial program budget. The major objective of the Committee's consideration of the budget is to ensure that it conforms to conditions set forth in the previous year's resolution by the General Assembly on the budget outline. The Secretary General's budget proposals for 1992–1993 did not meet all the requirements of General Assembly resolution 45/255 on the

budget outline. The total request of \$2.363 billion was within the overall level established by the outline resolution. However, the budget proposal recommended real growth of 0.9 percent rather than zero real growth as required by resolution 45/255.

Consideration of the overall budgetary requirements and the details of individual budget sections dominated the session. The U.S. Delegation, with support from others, took the lead in ensuring that the CPC recommendations on the budget proposals conformed to the requirements of the outline resolution. After intense negotiations, the Committee agreed to the following recommendation: "The program budget should reflect the premises on which the outline proposed by the Secretary General had been based and adopted, in accordance with relevant resolutions of the General Assembly." The main premise of the outline for the United States was that the budget for 1992-1993 reflect zero real growth.

The Committee also adopted recommendations on the budget intended to increase efficiency and reduce overall costs. It questioned many of the proposals for new staff positions, and upgrading of existing positions, and requested the 46th General Assembly to review these proposals in light of the observations of the Committee and the report of the Advisory Committee on Administrative and Budgetary Questions (ACABQ).

The CPC's recommendations were considered during the Fifth Committee's detailed review of the Secretary General's budget proposals at the 46th session. The budget appropriation approved by the Assembly without a vote eliminated all of the real growth initially proposed by the Secretary General. Thus, the consensus budgetary decision-making process approved in resolution 41/213 was upheld.

UN Reform. The CPC made an important decision to continue the process of administrative and financial reform begun several years ago. Resolution 41/213 established a 3-year timetable for the implementation of all recommendations made by the Intergovernmental Group of Experts. At the CPC session, developing countries argued that the process of reform had been completed in accordance with provisions of resolution 41/213. The United States and other major contributors argued that the reform process was an ongoing one and should be continued.

The CPC, supporting the U.S. position, recommended that the search for a more efficient and effective organization should be intensified in order to enable the United Nations to achieve its objectives and respond to challenges. The Committee reaffirmed its role in the process of reform and requested the Secre-

tary General to report on a continuing basis on the implementation of further reforms to the Committee and the General Assembly.

Program Coordination Questions. The CPC considered a number of reports under this agenda item; the most important from the U.S. perspective was the annual overview report of the Administrative Committee on Coordination (ACC). The main task of the ACC, coordinating mechanism of the secretariats of UN system agencies and programs, is to ensure resources made available to UN agencies are used with maximum efficiency and economy.

The ACC report considered by the Committee at its 1991 session reflected several innovations and modifications previously recommended by the United States. The Committee considered the new format of the ACC annual overview report to be a definite improvement over previous reports with emphasis given to substantive issues. The new ACC report on programs and resources of the UN system, contained in an addendum to the annual overview report, was welcomed by the Committee. The CPC found that the report constituted a useful reference tool which would enable member states and organizations to avoid overlapping and duplication and to improve coordination in the UN system.

The CPC requested the ACC to continue studying the feasibility of establishing a system-wide database on programs and resources with a greater degree of detail on program activities, including expenditures on administrative and substantive activities of appropriate secretariat structures. The Committee felt that more comprehensive and transparent information on the activities of the system would facilitate the coordination of national governmental policies in various governing bodies as well as in intergovernmental bodies.

The Committee's recommendations on the ACC annual overview report were approved by the General Assembly in resolution 46/189.

Joint Inspection Unit

The Joint Inspection Unit (JIU) consists of 11 inspectors authorized to investigate matters pertaining to efficient and effective operations in the UN system. These inspectors serve in a personal capacity as experts on the UN system, and are appointed by the UN General Assembly for 5-year terms; Richard V. Hennes of the United States was an inspector during 1991. The Unit focuses on improving the management of UN

programs and agencies, and on encouraging greater coordination at all levels.

In 1991 the JIU published seven reports: on technical cooperation and the use of national professional project personnel; an assessment of the environmental focus of projects financed by UNDP and other UN agencies; a report on rotation of staff within the United Nations; a follow-up report on the Management Advisory Service of the United Nations; a report on an overlap in the salaries between senior general service and junior professional staff categories in the United Nations; an assessment of the annual deficits of the ICAO Administrative and Operational Services Cost Fund; and a report on the post classification system. Of particular interest to the United States was the follow-up report on the Management Advisory Service, which recommended this service, heretofore underutilized, should be upgraded in view of the important role it could play as a tool for promoting greater managerial efficiency and effectiveness within the United Nations.

Due to the biennialization of the Fifth Committee's workload, there was no resolution on the JIU at the 46th General Assembly.

However, in decision 46/446, adopted without a vote, the General Assembly requested that the Advisory Committee on Administrative and Budgetary Questions study the JIU with a view toward improving its efficiency and effectiveness.

Committee on Conferences

The Fifth Committee resolution under the agenda item "Pattern of conferences" was adopted by consensus by the UN General Assembly as resolution 46/190.

Action on this item was preceded by meetings of the UN's Committee on Conferences, which held its substantive session August 19–21. Among the issues considered were the draft calendar of meetings for the period 1992–1993, intersessional departures from the approved calendar of conferences and meetings, "utilization rates" of conference services by UN bodies, the budget of the Department of Conference Services (DCS) and the application of new technology to conference servicing.

As in previous years, the Committee declined to take a strong stand on the issue of "utilization rates." The U.S. Delegation supported the position that the number of meetings allocated to certain intergovernmental bodies with high rates of meeting cancellations should be reduced. The Committee, however, chose to refer the issue for further monitoring, and decided the

Chairman should send letters to presiding officers of bodies with low utilization rates urging that improvements be made.

The Committee also examined the question of conference services provided to organs and programs not funded from the UN regular budget. The U.S. Delegate suggested that in view of the strong financial position of the UNDP and UNICEF those agencies should pay for conference services now funded from the regular budget. The Committee decided to make an appeal to the UNDP Governing Council and UNICEF Executive Board to review meeting and documentation needs.

During the examination of the UN Department of Conference Services (DCS) budget, the Committee was informed by the head of DCS that all efforts to trim staff and make other economies had been overtaken by ever increasing demands for services, especially in the area of peacekeeping. The U.S. Delegate questioned why the DCS had not undertaken an outside management study of its operations, which DCS had previously recommended.

The Committee also examined the application of new technology to conference servicing, and it was noted some duty stations are quite advanced in their use of new technology. The Committee suggested that the introduction of new technology be given priority at duty stations with the highest labor and operating costs, and that the United Nations set an eventual goal of applying conference servicing technology evenly throughout the organization.

The UN's Fifth Committee considered the "Pattern of conferences" agenda item in October. In his statement to the Committee, the U.S. Representative again noted concerns about the low rate of utilization of scarce and expensive conference services:

The Secretary General's report to the Committee indicated that too many UN committees require unacceptably high levels of conference resources. The Secretary General reported extraordinary examples of inefficiency in the use of these expensive resources.

The U.S. Representative expressed disappointment that the "fresh outside look" management study of conference services which the Secretary General promised to undertake 2 years before had never been carried out. He went on to say:

In the absence of action by the Secretariat to implement its own proposal, my delegation proposes that the General Assembly authorize a management study of the DCS this year. The urgent need for such a review is apparent. In these circumstances the United States is prepared to support the use of outside consultants, if necessary, to conduct this study. The costs of such outside expertise should be provided through a redeployment of the resources requested for the DCS for the biennium 1992-1993.

The U.S. Representative stated that this review should consider the use of new technology, workload standards of DCS staff and improved utilization of conference services. In his closing remarks, he touched upon the heart of the conference services debate in response to the assertion of many delegations, opposed to any change in DCS activities, that the primary purpose of the United Nations is to serve as a forum for debate of international problems and issues:

The United States does not challenge the UN's role as a forum for discussion but believes the process is out of control. The Organization's lack of progress on most issues has been masked by ceaseless debate and negotiation, unfortunately with few results. Conferences and meetings have become ends in themselves.

Resolution 46/190, adopted by the General Assembly, included a section calling upon the Secretary General to carry out the long-delayed management study of DCS.

International Civil Service Commission

The International Civil Service Commission (ICSC), a 15-member body of recognized experts which included U.S. citizen Claudia Cooley in 1991, is responsible for making recommendations on salaries, allowances and other benefits and conditions of service for employees of the United Nations and its specialized agencies. The Commission met twice, in Paris for its 33rd session and in New York for its 34th. The Fifth Committee considered the ICSC's annual report in November and December.

At its two sessions, the Commission discussed, debated, took decisions on, and developed recommendations regarding a variety of agenda items including the methodology for periodically determining the highest-paid national civil service (used to establish pay for professional staff); conduct of the comprehensive review of pensionable remuneration of the General Service and related categories of staff; pensionable remuneration of ungraded officials; adjustment to the base/floor salary scale for the professional and higher category staff; management of the margin between UN and comparator remuneration; grade equivalencies between the United Nations and the comparator; the basis for decisions taken by organizations to deviate from the common system; and review of the functioning of the ICSC.

The General Assembly approved many ICSC recommendations, some with modifications by the Fifth Committee. Key actions taken:

- Approved a methodology for conducting checks at 5-year intervals to determine the highest paying national civil service, i.e., the comparator which should be used to establish remuneration for professional staff.

- In recognition of anticipated changes in the U.S. Government pay system as a result of the Federal Employees Pay Comparability Act of 1990, suspended until 1994 the requirement that, within the agreed margin (differential) of 110 percent to 120 percent, an average 115 percent be maintained between remuneration of professional staff and that of the comparator (United States). This will permit implementation of any post adjustment increases which become due, but only to the extent they stay within the upper limit of the margin.

- Revised the methodology for determining initial local currency pensions for professional staff, to make them more comparable to dollar pensions (in New York, the base of the system) in terms of purchasing power.

- Approved a study to examine the appropriateness of continued application of the current methodology for calculating staff assessments for General Service staff, and in the meantime, a new staff assessment scale which takes into account the latest tax data available.

- Took steps to protect the common system by denouncing the ITU decision to grant a special post allowance (i.e., a cash bonus) to professional staff, and urged governing bodies of organizations in the UN common system to fully respect UN General Assembly decisions regarding conditions of service of staff and refrain from seeking to establish additional entitlements for them.

- Effective March 1, 1992, approved an increase in the base floor salary scale by 6 percent, on a "no gain-no loss" basis, by moving 6 percent from post adjustment into base. The base floor scale is developed in reference to U.S. Federal Civil Service net salary levels. The increase will reflect a partial salary increase granted to U.S. Federal civil servants in 1991 and 1992. (The UN General Assembly approved a smaller increase than the 8.6 percent recommended by the ICSC, in part because of concerns over the direct relationship of the floor scale to the mobility/hardship allowance.)

- Approved a methodology for determining pensionable remuneration for ungraded officials who are participants in the Fund, generally based on an extrapolation of the relationship between salaries and pensionable remuneration established for

D-2 level staff at the top step. This is a slightly modified version of the methodology that has been used to determine pensionable remuneration for the Administrator of UNDP and the Director General for Development and International Economic Cooperation.

- Reaffirmed the importance of, and benefits resulting from, maintaining the common system, and ICSC's role in so doing; called upon member states to ensure that decisions taken by governing bodies of UN system organizations fully reflect decisions and recommendations of the Commission, as agreed by the General Assembly; and urged executive heads of these organizations to consult with the ICSC and UN Joint Staff Pension Board prior to proposing revisions to staff conditions of service.

The General Assembly adopted resolution 46/191 on the report of the International Civil Service Commission without a vote.

Personnel Questions

Various personnel matters were scheduled for consideration by the Fifth Committee during the 46th UN General Assembly. These included composition of the Secretariat; respect for the privileges and immunities of officials of the United Nations and the specialized agencies and related organizations; improvement of the status of women in the Secretariat; administration of justice; staff rules and regulations; secondment from government service; and the Joint Inspection Unit's (JIU) report on rotation of staff within the United Nations.

When it became clear that the large number of other items on the agenda would preclude the Fifth Committee from giving the appropriate attention to these issues, it decided to defer consideration of them to a resumed session of the 46th General Assembly in 1992. Accordingly no resolution was adopted on this agenda item.

UN Pension System

The UN Joint Staff Pension Fund (UNJSPF) was established in 1949 to provide retirement, death, disability and related benefits for employees of the United Nations and other participating organizations in the Fund. There are 16 international organizations in the Fund and about 58,300 participants. The Fund has assets of approximately \$9.3 billion.

The UNJSPF is administered through the UN Joint Staff Pension Board, which met twice, holding its 42nd (special) session

in February in Washington, D.C., and its 43rd session in July in Paris. Major items discussed were development of a long-term approach to determining initial local currency pensions, the comprehensive review of methodology for determining pensionable remuneration for General Service and other locally recruited staff, the actuarial valuation of the Fund, and the review of the methodology for determining pensionable remuneration of ungraded officials.

Considerable time was spent deliberating changes to the pension adjustment system. After extensive negotiations, the Pension Board recommended modifications to the current methodology for determining initial local currency pensions which would provide purchasing power close to, but short of, equality with the purchasing power of initial dollar pensions in New York.

The Fifth Committee considered the report in November and December. The General Assembly adopted the Board's recommendations without a vote as resolution 46/192.

Employment of Americans

Achievement of equitable representation of Americans on the staffs of the United Nations and the specialized agencies is a long-standing U.S. Government objective. In order to achieve a "geographically balanced" workforce, the UN Secretariat and some of the specialized agencies have developed formulas to establish a desirable range of professional positions for each member state, based on factors such as population and assessed contribution. While Americans are employed throughout the UN system, they are adequately represented only in the New York-based agencies and the World Health Organization.

In 1991, there were several developments pertinent to the representation issue.

- The Department of State secured agreement that the United Nations would offer the written examination for entry level positions (P1/P2) for the first time to U.S. applicants. Previously, the exam was reserved for recruitment from European and developing countries. The examination will be administered in April 1992 in four professional areas: law, public information, accounting/auditing and economics.

- The Fifth Committee was scheduled to review the formula for geographic distribution with an eye to giving less weight to contributions; this would have reduced the U.S. desirable range and reduced incentives to hire more Americans. The United States argued against any changes to the formula. As a result,

and due to time constraints, consideration of the issue was postponed until the 47th General Assembly.

- Congress demonstrated concern that too few Americans were employed by the United Nations and other international organizations by passing legislation in September requiring the Department of State to make an annual report on UN agencies' "good faith" efforts to achieve equitable U.S. representation. The first report is to be issued in April 1992. Congress also urged the Department of State to conduct a review of the recruitment systems of those agencies in which Americans are under-represented to determine if there are systemic barriers or biases affecting the recruitment of Americans.

Table 1 below illustrates American representation in the United Nations and other agencies which have geographic distribution formulas; Table 2 shows the total staffing of Americans in the United Nations, specialized agencies and the IAEA.

American Staff in UN Posts Subject to Geographic Distribution (As of 12/31/91)

Table 1:

UN Agency	Percentage of U.S. Contribution to Assessed	Posts Subject to Geographic Distribution	U.S. Desirable Range or Quota	Americans in Posts Subject to Geographic Distribution	
				Number	Percent
UN	25.00	2,622	327 - 442	383	14.6
FAO	25.00	945	177 - 236	90	9.5
ICAO	25.00	232	39	17	7.3
ILO	25.00	659	105 - 140	61	9.3
UNIDO	25.00	367	49 - 66	39	10.6
WHO	25.00	1,295	175 - 238	180	13.9
WIPO	5.48	100	10 - 13	4	4.0
IAEA	25.00	623	131 - 219	94	15.1

Americans in UN Agencies

(As of 12/31/91)

Table 2:

UN Agency	Total Employees			Professional Employees			GS/Other Employees		
	Total	U.S. Total	U.S. Percent	Total	U.S. Total	U.S. Percent	Total	U.S. Total	U.S. Percent
UN	13,988	1,603	11.5	3,843	491	12.8	10,145	1,112	11.0
Major Subsidiary Bodies									
UNDP	2,110	320	15.2	1,317	168	12.8	793	152	19.2
UNEP	639	25	3.9	220	18	8.2	419	7	1.7
UNFPA	643	52	8.1	157	16	10.2	486	36	7.4
UNHCR	1,997	69	3.5	621	55	8.9	1,376	14	1.0
UNICEF	1,177	153	13.0	1,137	151	13.3	40	2	5.0
Specialized Agencies and IAEA									
FAO	5,863	249	4.3	2,149	180	8.4	3,714	69	1.9
ICAO	767	24	3.1	303	19	6.3	464	5	1.1
IFAD	250	21	8.4	103	10	9.7	147	11	7.5
ILO	2,053	87	4.2	1,283	75	5.9	770	12	1.6
IMO	267	5	1.9	101	3	3.0	166	2	1.2
ITU	735	23	3.1	280	17	6.1	455	6	1.3
UNIDO	1,350	81	6.0	461	46	10.0	889	35	3.9
UPU	144	3	2.1	59	2	3.4	85	1	1.2
WHO	4,516	252	5.6	1,514	193	12.7	3,002	59	2.0
IARC	178	3	1.7	55	3	5.5	123	0	0.0
WIPO	402	11	2.7	126	5	4.0	276	6	2.2
WMO	292	14	4.8	135	11	8.1	157	3	1.9
IAEA	1,838	174	9.5	723	107	14.8	1,115	67	6.0

Part 10



Specialized Agencies and the IAEA

Food and Agriculture Organization (FAO)

The Food and Agriculture Organization (FAO) was founded in 1945, and a formal agreement of relationship with the United Nations entered into force December 1946. FAO headquarters is in Rome.

One of the largest UN specialized agencies, FAO is the lead international organization in agriculture, fisheries and forestry. FAO's agriculture program seeks to bring about sustained global improvement in nutrition levels, food security and rural incomes, especially for the disadvantaged, through increasing rural productivity. Its fisheries program promotes improved management and utilization of the world's fishery resources, particularly by helping developing countries increase their capacity to manage marine and inland fisheries. The forestry program assists members to find a balance among environmental concerns, growing demands for forest goods and services, and increasing pressures of agriculture on forest land.

The highest policy-making body is the Conference, composed of all 161 members, which meets biennially to approve the broad program and policy of the FAO and adopt the program of work and budget. Reelected by the Conference in 1987, the Director General, Edouard Saouma (Lebanon), completes his third 6-year term of office in November 1993. The Conference also elects a Council, composed of 49 members, which serves as the FAO governing body between sessions of the Conference.

FAO Funding

FAO's total operating funds are derived from its regular program, funded through assessed contributions of its members, and from extra-budgetary activities carried out on behalf of the UN Development Program (UNDP), other international development organizations and bilateral trust funds. Trust funds are voluntary contributions provided primarily by donor govern-

ments to carry out specific programs. Funding for these extra-budgetary activities includes both project costs as well as administrative and operational support costs.

FAO's regular program of work operates on a 2-year budget cycle and is approved during the biennial Conference session. The regular program is supported by assessed contributions of member states based on a scale derived from the UN scale of assessments. The United States is assessed at a rate of 25 percent, which amounted to \$78,250,000 for calendar year 1991 (fiscal year 1992). An \$8,300,000 credit for the Tax Equalization Fund reduced the calendar year 1991 assessment to \$69,950,000.

In recognition of progress made on program budget reform at its November Conference, which adopted FAO's first zero real growth budget, the United States paid the FAO \$69,697,000 for calendar year 1991 (fiscal year 1992). A \$253,000 difference between the U.S. assessment and the U.S. payment is the result of legislative and administrative policy considerations, i.e., the estimated U.S. share of interest costs resulting from external borrowing in calendar year 1990 (\$34,000) and calendar year 1991 (\$166,000) and a tax equalization fund adjustment of \$53,000. In October the United States made an initial arrears payment of \$13,716,000, which was used to restore FAO's working capital fund.

Delayed payments of assessed contributions for calendar year 1991 from 91 member states, totaling approximately \$59 million as of November, and \$138 million in arrearages from 66 member states as of that same date, led the FAO to make program cuts and borrow both internally and externally to meet the requirements of its program of work. The United States and a majority of other major donors favored reduced spending, rather than external borrowing, to adapt to the continuing resource constraints. The United States opposed external borrowing, which undercuts the budgetary discipline that the United States advocates throughout the UN system. Moreover, the United States is prohibited by law from paying any share of interest expenses on loans incurred by international organizations through external borrowing.

Reform

The FAO has lagged behind other UN organizations in implementing reforms sought by the United States and other major donors, which would allow them an influence on program and budget issues commensurate with their level of contributions. The budget for the 1990-1991 biennium, for example,

failed to win the support of members expected to provide over one-half of the resources required. Progress toward the goal of consensus decision-making on budgetary matters was evident in 1991, however, when the FAO Conference unanimously approved a budget for 1992–1993 which reflected U.S. budgetary policy for UN assessed agencies, specifically, zero real growth and maximum absorption of nondiscretionary cost increases.

In addition to consensus decision-making on budgetary matters required by the Solomon-Kassebaum amendment, the United States has urged the FAO to implement organizational and management recommendations contained in reviews of the FAO by two groups of experts in 1989, the subsequent resolution 10/89 on the Review of Certain Aspects of FAO's Goals and Operations adopted by consensus at the FAO Conference in 1989, and the report of the FAO's external auditor covering the 1988–1989 financial period. These recommendations called for a realignment of the balance among FAO's roles as implementor of development activities; assembler, processor and disseminator of agricultural information; and promoter of national and international action on agricultural issues.

Dialogue among OECD, Eastern European and G-77 members on FAO reform, begun in 1990, was continued on September 30–October 1, during an informal meeting hosted by Switzerland.

Twenty-seven countries were represented at these discussions, focused on ways of regaining membership control. Governance changes were proposed to streamline meetings and improve the decision-making processes of FAO governing bodies and technical committees. Among these proposals was use of a rapporteur, rather than the customary drafting committee, to prepare the reports of FAO governing bodies and technical committees. The United States and other member states supported continuation of this change.

FAO Council

The 99th session of the FAO Council met in Rome June 10–21. Major issues addressed included:

Proposed Budget for 1992–1993. Discussion of the proposed Program of Work and Budget for the 1992–1993 biennium prompted calls for containment of cost increases from developed and developing countries interested in keeping assessments at the lowest possible level. After failing to garner support for stronger language on containment of cost increases, the United States reserved its position in the report of the Council.

Forestry Issues. The Tropical Forestry Action Plan (TFAP) and a proposed International Instrument on the Conservation and Development of Forests were among the highest priority items. The FAO reported on consultations of forestry experts in Geneva on March 6–8 at which the goals of the TFAP were reformulated to make them more responsive to world concern over the conservation and sustainable management of tropical forests. In addition, the experts proposed establishment of an international consultative group (CG) to provide a broader base of support and policy direction for TFAP activities. The Council did not authorize the FAO to participate on the CG. Instead, the Council authorized the FAO Forestry Department to meet in a contact group with other TFAP cosponsors to further define the terms of reference of the proposed CG. The FAO was required to return to the 100th session of the Council in November for further guidance.

The United States, as well as other donor countries, supported the rapid formation of a CG to remove lingering questions about TFAP guidance and thereby improve the flow of development assistance resources through TFAP. Other countries expressed concerns about the participation of nongovernmental organizations on the CG.

The Council report on the International Instrument on the Conservation and Development of Forests was limited to an agreement that the appropriate forum for discussions and negotiations was the UN Conference on Environment and Development (UNCED), to be held in Rio de Janeiro, on June 1–12, 1992.

Membership of the European Community in the FAO. While the Council supported in principle the request by the European Community (EC) for membership status, it did not resolve the question of the precise form of that status. The Council decided to pass to the FAO Conference draft amendments to the FAO Constitution and General Rules regarding admission of regional economic integration organizations (REIOs) which contained as many as five variants for some provisions. The Council also established a working group to review these alternative proposals prior to the Conference.

Plant and Genetic Resources. The Council established a contact group to deal with a controversial draft resolution amending the International Undertaking on Plant Genetic Resources by amplifying certain provisions.

FAO Conference

The U.S. Delegation to the 26th session of the FAO Conference, held in Rome November 9–27, was headed by Secretary of Agriculture Edward R. Madigan. The Conference was preceded by a 4-day meeting of the 100th session of the Council, and followed by a 1-day meeting of the 101st session of the Council at which elections to FAO technical committees were held. The United States was reelected both to the Committee on Constitutional and Legal Matters and as the North American representative to the Finance Committee.

The Conference approved the admission of Lithuania, Latvia and Estonia as members of the FAO, and Puerto Rico as an associate member. It set a precedent in the UN system with admission of the European Community (EC) as a member of the FAO. South Africa withdrew its application for membership in return for a commitment to place its application on the agenda of the 27th session of the Conference in 1993. The Conference elected Antoine Santraint (Belgium) for a second term as Independent Chairman of the Council by a vote of 86 to 9, with 14 abstentions.

In his statement to the Conference, Secretary Madigan stressed the importance of agricultural reform in the Uruguay Round of the GATT negotiations to the developing countries. He urged the FAO to take the lead in helping nations make the transition to free market economies. The major issues addressed by the 100th session of the Council and the 26th session of the Conference included:

Adoption of 1992–1993 Budget. Following yearlong negotiations with the Director General, the FAO Secretariat and FAO membership to achieve a budget that would meet U.S. budgetary policy for UN assessed agencies, the United States joined the 111 to 0 vote, with 1 abstention in favor of FAO's first zero real growth budget. The budget was set at \$645,588,000, a 13.5 percent nominal increase over the previous biennium's budget. The Conference also adopted a resolution institutionalizing the budget outline process, which is intended to help achieve consensus on budgetary matters through a discussion of program priorities and resource levels at an early stage of the budget formulation process. Consensus on a 1992–1993 budget enabled the United States to make essentially a full payment of its annual assessment for calendar year 1991 (fiscal year 1992) under provisions of the Solomon-Kassebaum amendment, which limited the U.S. contribution payable by withholding a certain portion of the U.S. assessed contribution until the organization had imple-

mented consensus-based decision-making procedures on budgetary matters.

Admission of European Community. The Conference set a precedent for the UN system with its admission of the European Community as a member organization by a secret vote of 104 (U.S.) to 6, with 3 abstentions. The Conference had first approved amendments to the FAO Constitution and General Rules to allow regional economic integration organizations (REIOs) to be admitted as members of FAO. In meetings of the Council in June, an *ad hoc* working group, and the Committee on Constitutional and Legal Matters, the United States had worked with other member states to ensure that amendments allowing REIO membership would be in accordance with the principle of alternative exercise of membership rights. The amendments provide that either the REIO or its members, but never both, has the right to vote on a particular issue. In addition, they make clear that only a REIO whose members have transferred to it their competence to make binding decisions over a range of matters within the purview of the FAO is eligible to apply for membership in the FAO.

FAO Reform. This Conference was the first opportunity for all member states to discuss the implementation of resolution 10/89, approved at the 1989 Conference, regarding the review of FAO. The United States and other developed countries focused on the use of the medium-term plan as the vehicle for periodic reappraisal of FAO goals, operations and priorities, while developing countries stressed the costliness of the review at a time of exceptional budgetary stringency.

The United States recognized progress made by FAO, particularly in the area of priority setting, but noted that a number of important steps could be implemented without significant additional costs. The United States held that the review of FAO goals and operations was an ongoing process which should have as its continuing objective the greater effectiveness and responsiveness of the FAO both within the UN system and to the needs of member states. It further suggested that member states take more responsibility for improving the procedures and processes by which they govern the organization and its technical committees.

Special Assessments. The Conference approved by a vote of 61 to 15 (U.S.), with 24 abstentions, a special assessment on member states to replenish the special reserve account, an account established primarily to mitigate the adverse effects of currency fluctuations. By a vote of 81 to 8 (U.S.), with 11 absten-

tions, the Conference also approved a special assessment to raise the level of the Working Capital Fund. The United States opposed these special assessments since they failed to take into account concerns expressed by many member states about higher assessments. It proposed alternative ways of addressing the problems of adverse exchange rate fluctuations and of financing the Working Capital Fund.

Forestry Issues. The Council did not authorize FAO participation on the proposed Consultative Forum (CF), despite progress achieved in defining the functions of the CF by the contact group created pursuant to the decision of the 99th session of the FAO Council in June. The contact group, composed of the sponsors of the Tropical Forestry Action Plan (TFAP) and representatives of developed and developing countries and nongovernmental organizations, had met in Paris on September 13–14, and had achieved an agreement on the functions of a CF, but not on its composition or the location of the TFAP secretariat. The Council agreed to the creation of an *ad hoc* group of the FAO Council to discuss the issue further.

Most tropical developing countries, concerned about the participation of nongovernmental organizations on the CF, spoke against immediate formation of a CF and in favor of an *ad hoc* group. The United States did not commit itself to participating in this new *ad hoc* group.

Technical Assistance to the Palestinian People. The Conference endorsed technical interventions in the areas of crop production and protection, livestock, fisheries, water problems, agro-industries and land issues recommended by the 1991 FAO mission to the occupied territories, operating pursuant to 1989 Conference resolution 1/89. The Conference requested the Director General formulate projects and activities in coordination with UNDP to implement the mission recommendations. The United States supported FAO's technical approach to this issue and joined consensus on the Conference's findings.

Governance Reform of the World Food Program. Unanimous approval by the Conference of long sought amendments to the World Food Program (WFP) General Regulations marked the end of a contentious period of reform of the WFP–FAO relationship, and the beginning of a period of strengthening the WFP through broader and more intense member country oversight. Amendments that brought more autonomy for WFP from FAO also created an enlarged Committee on Food Aid, from 30 to 42, and increased responsibilities for the CFA for governing WFP.

Plant Genetic Resources. The Conference adopted without change the resolution endorsed by the FAO Council which further clarified the International Undertaking on Plant Genetic Resources. Sovereign rights over plant genetic resources and protection of breeders' lines were key issues clarified by the resolution. Remaining issues to be resolved include access to genetic resources and the nature and size of funding mechanisms. The Conference supported convening a fourth International Technical Conference on Plant Genetic Resources in late 1993 or early 1994.

FAO Committees

The **Finance Committee** held its 70th, 71st and 72nd sessions on January 29, May 7–16, and September 16–26, respectively. At these meetings, the United States, as one of nine elected members, reviewed the financial position of FAO; pursued budgetary reform objectives, including development of a zero real growth budget for 1992–1993, maximum absorption of nondiscretionary cost increases, and consensus decision-making on budgetary matters; opposed special assessments to replenish the Special Reserve Account and the Working Capital Fund; and encouraged implementation of 1989 resolution 10/89 on the review of the FAO.

Joint sessions of the **Program and Finance Committees**, held in January, May and September, addressed the institutionalization of the budget outline process, which gives member states an early opportunity to discuss program priorities and resource levels for the next biennium, the proposed budget for 1992–1993, and FAO reform measures.

The 16th session of the **Committee on Food Security** met March 11–15, to discuss the world food security situation (which many delegations believed had improved in 1990–1991); food security programs in Ecuador; prospects for food aid in the 1990s; and the food security assistance scheme. The United States stressed that a successful conclusion to the Uruguay Round would improve food security worldwide.

The **Committee on Fisheries**, which held its 19th session from April 8–12, focused on the issue of large-scale pelagic drift-net fishing. The United States urged FAO to undertake no activities which would delay complete and timely implementation of UN General Assembly resolutions 44/225 and 45/197 establishing a moratorium on driftnet fishing.

The agenda of the 11th session of the **Committee on Agriculture**, held on April 22–30, reflected some of the actions called for

under resolution 10/89, such as the preparation of a medium-term plan, an improved review of the field program and a progress report on women in development activities. The United States worked to identify priority activities for FAO consistent with its comparative advantage, and stressed the need for collaboration between the FAO and other international institutions. Along with several other developed countries, the United States stressed that the FAO should accord greater priority to implementation of its regular rather than field programs during this period of budgetary constraints.

The **Committee on Constitutional and Legal Matters** held its 56th and 57th sessions on April 15–17 and October 21–23, respectively. The issue of EC membership in the FAO dominated discussions at these meetings. No agreement was reached on the amendments to the FAO Basic Text, but the United States clarified some provisions regarding the attributes and membership rights of regional economic integration organizations.

The 58th session of the **Committee on Commodity Problems**, which met on July 15–19, dealt with trade issues affecting agricultural commodities. The United States joined developing countries in sharply criticizing the EC for its rebalancing proposal in the Uruguay Round.

Other Meetings

The FAO and the Ministry of Agriculture, Nature Management and Fisheries of the Netherlands convened a Conference on Agriculture and the Environment in 'S-Hertogenbosh, The Netherlands, on April 15–19. The Conference, attended by experts from over 120 countries, adopted the Den Bosch Declaration of Principles and Agenda for Action. The declaration calls for the implementation of sustainable agriculture and rural development. The agenda is a summary of the efforts needed in the agriculture sector at international, regional, national and local levels to achieve the goals of the declaration.

At the 19th session of the Codex Alimentarius Commission on July 1–10, the Commission, with strong EC support, delayed final approval of Maximum Residue Limits for certain animal hormone drugs, the first time that a food safety decision did not conform to the recommendations of Codex scientific and technical committees.

World Food Program

The World Food Program (WFP), third largest disburser of development assistance in the UN system, is under the joint

sponsorship of the United Nations and the Food and Agriculture Organization, and reports to both. Since its inception in 1963, WFP has provided foodstuffs for use in approved development projects throughout the world.

To an increasing extent in recent years, the WFP has assumed responsibility for support and management of humanitarian feeding activities. The latter have principally included longer-term refugee care and emergency assistance, necessitated by natural disasters and civil strife. The humanitarian agenda of WFP is the equal of its developmental projects in terms of expenditure. Moreover, the necessarily crisis-related nature of these humanitarian activities places steadily growing demands upon the personnel, time and other resources of WFP.

A significant development during 1991, therefore, was the conclusion of an agreement between the UN High Commissioner for Refugees (UNHCR) and WFP whereby the latter gradually assumes full responsibility for provision of food to refugees on behalf of UNHCR programs. These often involve large numbers of refugees, such as Afghans in Pakistan, and are in addition to the WFP's own agenda of aid to refugees over extended periods, called "protracted refugee operations." During 1991, WFP emergency operations included such critical concerns as prepositioning food in the Gulf region after the Iraqi invasion of Kuwait to deal with anticipated refugee outflows, and later providing assistance to the Kurdish population and other vulnerable groups following the UN military campaign against Iraq.

This increased emphasis on emergency feeding programs has not come at the expense of WFP's more customary underwriting of development programs. The latter not only were maintained, in considerable number, but tended to become adapted to more recent concerns of the international community. Thus, an increasing number of projects WFP aided with food were related to environmental objectives, such as combining land use management with flood control measures and reforestation.

Governance

During 1991 certain outstanding questions about reorganizing WFP to meet its burgeoning agenda, ensuring its strict accountability, and empowering donor states and developing states to exercise full oversight of WFP operations were resolved with the strong support of the United States. Recommendations formulated earlier by the Subcommittee on Governance, and previously approved in turn by the Committee on Food Aid Pol-

icies and Programs (CFA) of the WFP, the Conference of the Food and Agriculture Organization, and the Economic and Social Council (ECOSOC) and General Assembly of the United Nations, resulted in revision of basic regulations governing the WFP. Some of the most important changes were:

- The WFP obtained working autonomy and the legal status enabling it to carry out its mission independently;
- The Executive Director of the WFP was granted authority to appoint all but the two most senior subordinates, to enter into contracts, and to certify WFP accounts, with concomitant sole responsibility in each of these matters;
- The Committee on Food Aid Policies and Programs (CFA) was specifically named the governing body of the WFP; and
- To permit wider representation of interested states on the CFA, the latter was enlarged from 30 to 42 members—27 to come from developing countries and 15 from industrialized nations. The CFA will hold its first regular meeting in its enlarged format at its May 1992 plenary session. The CFA members are partly named by ECOSOC and partly by the FAO Council.

On December 13 Catherine Bertini, Assistant Secretary of the U.S. Department of Agriculture for Food and Consumer Services, was designated the next Executive Director of the WFP. She will take office April 5, 1992, for a 5-year term to succeed James Ingram (Australia). She will be the first American and first woman to head the WFP.

Funding

WFP operates on a biennial budget. For the 14th biennium, covering calendar years 1991–1992, the budgetary target set for the regular program was \$1.5 billion, two-thirds to be contributed in commodities and one-third in cash, all derived from governments through voluntary pledges, since WFP does not make assessments nor has a formal “membership” *per se*. The United States pledged \$275 million in commodities and transport costs towards the target for the Regular Program. Part of this pledge (\$200 million) was to come through PL 480 Title II funding, the rest (\$75 million) from Section 416 of the Agricultural Act of 1949, as amended. The U.S. pledge would constitute about 18 percent of the WFP biennial target for 1991–1992. In addition, the United States pledged \$125 million for protracted refugee operations and has contributed \$146 million for the International Emergency Food Reserve and other emergency operations. The

United States also pledged \$1 million to cover expenses associated with the administrative budget of WFP.

Committee on Food Aid Policies and Programs

The Committee (CFA) held two plenary sessions during 1991. At its 31st regular session, May 20–25, the CFA discussed the future role of food aid, the appropriate part for WFP therein, and means of increasing integration of multilateral food aid into the broad development agendas of developing nations. The CFA also reached agreement on undertaking intensive consultations between states and the WFP to find ways to make the International Emergency Food Reserve more readily responsive in emergency situations. In addition, the CFA reviewed the situation arising from the growth in importance of refugee and emergency operations in the WFP workload, together with new arrangements by which WFP assumes fuller responsibilities for delivery of food aid to refugees. The CFA adopted by consensus a \$1.5 billion budgetary target for the 1993–1994 biennium, the same figure as for 1991–1992.

The 32nd regular session of the CFA took place December 3–6 and December 13. The Committee approved new financial regulations for the WFP in keeping with the governance changes approved earlier. The WFP austere cash situation, arising from disparity between substantial commodity holdings and inadequate money available to meet charges of program administration at headquarters and in the field, occasioned considerable discussion. The CFA decided to take certain interim measures, for example, requiring that at least one-third of contributions be in the form of cash, and to continue discussions at future sessions of measures to improve the cash situation. Agreement was reached to set up an immediate response account of the International Emergency Food Reserve, with a target value of \$30 million, to provide for rapid action in the earliest stages of emergency situations requiring food aid. The Committee agreed further to undertake a comprehensive policy review over a 3-year period, to ensure region-by-region scrutiny of the efficacy and appropriateness of food aid policies.

Subcommittee on Projects

The Subcommittee on Projects (SCP), of which the United States is a member, met twice during 1991 to review proposals for development and protracted refugee operations. The 6th SCP session met May 13–17. It gave favorable consideration to 15 regular development projects totaling \$160 million and 5 protracted

refugee projects totaling \$141.6 million, for a total of \$301.6 million.

At its 7th session on December 9–13, the SCP gave favorable consideration to 19 regular development projects costing a total of \$250 million and 6 protracted refugee projects for a total of \$235.4 million. The SCP also favorably considered a special Afghan refugees project to cost \$142.1 million. The total of projects given favorable consideration amounted to \$627.5 million.

A special working group of the CFA began in 1991 a series of meetings to discuss the future of the SCP, the latter having been established on a temporary basis in 1987 with U.S. support. This working group, which includes the United States, will submit its recommendations to the CFA in 1992. Its objective is the improvement of the review process on all categories of proposed projects in the WFP portfolio.

At the respective CFA sessions following the Subcommittee meetings the projects recommended by the SCP were approved by consensus.

International Atomic Energy Agency (IAEA)

The IAEA was created effective in 1957, largely at U.S. initiative, in response to growing concerns that nuclear materials or technology devoted to peaceful applications could potentially be diverted to military purposes. Under its Statute, the IAEA is entrusted with the dual responsibility to “accelerate and enlarge the contribution of atomic energy to peace, health and prosperity throughout the world,” and “ensure, so far as it is able, that assistance provided by it, or at its request or under its supervision or control, is not used in such a way as to further any military purpose.” In this regard, the IAEA fulfills a unique role in support of critical U.S.—as well as global—security interests. The IAEA Secretariat, responsible for day-to-day implementation of the Agency’s major programs, has headquarters in Vienna, Austria. The Agency’s staff is currently headed by Director General Hans Blix (Sweden), who was reappointed in 1989 to a third 4-year term of office.

The IAEA General Conference, which convened its annual weeklong session in September, provides oversight of the Agency’s work. Representatives on the 35-member Board of Governors offer overall direction and guidance with respect to the

Secretariat policies and implementation of program activities. In 1991 the Board met more than usual, holding sessions in February, June, July, September and December. Circumstances precipitated by Iraq's 1990 invasion of Kuwait, the subsequent conflict in the Gulf, and UN Security Council resolutions required the Board to take many important decisions.

President Bush, in his statement to the 35th session of the General Conference in September, reaffirmed the vital role of the IAEA in international efforts to prevent the spread of nuclear weapons while facilitating use of nuclear energy for peaceful purposes. He said, "The case of Iraq has highlighted the need to strengthen the Agency's safeguards system," and, "that strengthening must begin with efforts to ensure that Agency safeguards are fully and promptly implemented."

IAEA Programs

Safeguards

The Safeguards program is a unique system of international verification of national commitments—made in accordance with treaty and other obligations—regarding the peaceful use of nuclear energy. On-site inspections by the IAEA include audits of facility records, independent measurements to verify facility records and national reports, and use of instrumental surveillance and seals. Since the IAEA has no international "enforcement" capabilities, the safeguards system is designed primarily to deter, through threat of timely detection, the diversion of nuclear material from peaceful to nonpeaceful purposes. If diversion of nuclear material is suspected by IAEA inspectors, they report their concerns to the Director General. If these concerns remain unresolved, the Director General can refer the matter to the Board of Governors, which, if necessary, is authorized to refer the matter to the UN Security Council.

IAEA safeguards are applied under the terms of agreements concluded between the IAEA and the member states concerned. A number of agreements are concluded in connection with bilateral nuclear cooperation and supply agreements between states. Most are concluded in accordance with international treaties such as the Treaty on the Non-Proliferation of Nuclear Weapons (NPT). For example, under the provisions of the NPT, all non-nuclear-weapon states party to the treaty are required to negotiate a comprehensive, or "full-scope," safeguards agreement with the IAEA covering all source or special fissionable materials in all peaceful nuclear activities under their control. During 1991

the Board approved new safeguards agreements with Argentina, Brazil, Cameroon, Estonia, Malawi, North Korea, South Africa and Tanzania. With the dissolution of the U.S.S.R., it is anticipated that a number of the newly independent republics will also sign safeguards agreements with the IAEA.

During 1991 the IAEA performed approximately 2,200 on-site inspections at 475 facilities in 58 member states with the assistance of over 200 IAEA inspectors. With the budget held at zero real growth for the eighth consecutive year, staff and senior management expressed concern about the additional resources required to safeguard adequately new nuclear facilities expected to come on-line by the mid-1990s, including several complex reprocessing and bulk handling facilities. Various alternatives for meeting increased safeguards resource needs remained under informal discussion among member states and IAEA staff. Options include prioritization of the Agency's safeguards responsibilities, examination of proposals for improving efficiency, as well as allowance of nondiscretionary increases, funded through voluntary or assessed contributions, to carry out its unique statutory and treaty obligations.

The United States remained the largest contributor of voluntary support to the IAEA safeguards program in 1991. It made available approximately \$6.9 million for research and development (conducted at U.S. facilities) and provided approximately 20 cost-free experts to the IAEA Safeguards Department.

Each year a Safeguards Implementation Report (SIR) is presented to the Board of Governors. Currently the document is not available to the public. The United States has proposed public release of the SIR, with accompanying explanatory documentation, as a means of promoting greater understanding of IAEA safeguards. The Board has yet to approve such a proposal.

Technical Cooperation

The IAEA Technical Cooperation program's primary objective is to assist member states in achieving self-reliance in applications of nuclear science and technology. Assistance is provided to over 80 developing states in the form of project assistance, experts, training and equipment in a broad range of subject areas including medicine, agriculture, biology, energy development, nuclear safety, hydrology, industry and the physical sciences.

In 1991 total contributions from member states to the Technical Assistance and Cooperation Fund (TACF) amounted to over

\$39 million. The United States provided over \$11 million as a voluntary cash contribution. In addition, the United States made substantial "in-kind" contributions, including approximately \$1.4 million to support technical cooperation projects for which no funding was available, approximately \$1.5 million for training courses and IAEA program support, \$450,000 for expert services and \$1.1 million for fellowships. A significant portion of these funds was used to provide assistance, through the IAEA, to NPT Parties and Parties to the Treaty for the Prohibition of Nuclear Weapons in Latin America (Treaty of Tlatelolco) on a preferential basis.

Nuclear Energy and Safety

Recognizing the contribution of nuclear power to electricity generation, the Agency through detailed studies assists member states to evaluate how to finance and promote nuclear power programs. Where plants have already been built, or are under construction, increased attention is given to promoting safe plant operation and maintenance practices. The objective is to reach uniformly high levels of safety, reliability and economic performance worldwide.

IAEA programs implemented to enhance operational safety include Operational Safety Advisory Review Teams (OSARTs) and Radiation Protection Advisory Teams (RAPATs). Although regulatory policies ultimately remain the responsibility of national authorities, OSART and RAPAT missions, which are dispatched to facilities at the request of member states, offer valuable assistance and advice to IAEA members in improving operational safety practices and adequate radiation protection procedures.

The General Conference has approved the establishment of a working group to carry out the preparations for a Nuclear Safety Convention. The details of the scope and format of such a convention are under consideration.

During 1991 the IAEA reaffirmed its commitment to the Convention on the Physical Protection of Nuclear Material, which entered into force in 1987. The IAEA continued efforts to improve cooperation among member states party to the convention to facilitate its implementation and to prepare for a Review Conference of the Convention to be held in 1992.

Research and Isotopes

During 1991 the IAEA Department of Research and Isotopes continued to explore various applications of nuclear energy to

such diverse fields as life sciences, the physical sciences, and food and agriculture. Work in food and agriculture is carried out in collaboration with the Food and Agriculture Organization (FAO) through the Joint FAO/IAEA Division. Much of this work in nuclear techniques was performed at Agency laboratories in Vienna and Seibersdorf, Austria. Studies related to radioactivity in the marine environment continued at the Agency's laboratory in Monaco, the International Laboratory of Marine Radioactivity (ILMR). In addition, the IAEA continued to operate jointly, with the UN Educational, Scientific and Cultural Organization (UNESCO), the International Center for Theoretical Physics in Trieste, Italy, which promotes advanced research in physical and mathematical sciences primarily in developing countries.

Political Issues

Iraq. As a result of Iraq's August 1990 invasion of Kuwait and the subsequent adoption of Security Council resolution 661, which established an international trade embargo against Iraq, the IAEA has continued to suspend delivery of technical assistance to Iraq. Ongoing inspections of Iraq's nuclear program commenced as a result of the passage of Security Council resolution 687 which called upon the IAEA to inspect, sequester and destroy Iraqi nuclear weapon-related capabilities, materials and equipment.

In July a special session of the Board concluded that Iraq had breached its safeguards obligations with the IAEA and called upon the Government of Iraq to remedy its noncompliance immediately by placing any and all source and special fissionable material within its territory, or under its jurisdiction or control, under agency safeguards.

Israeli Nuclear Activities. By the barest of margins, an annual resolution on "Israeli nuclear capabilities," which calls upon Israel to comply without delay with Security Council resolution 487 of 1981 and submit all its nuclear installations to Agency safeguards, was adopted at the General Conference.

The Middle East. A resolution on the "Application of IAEA Safeguards in the Middle East" was adopted by consensus. The resolution was broadly supportive of the President's Middle East Arms Control Initiative, and focused on establishment of a nuclear-weapon-free zone (NWFZ) in the Middle East.

South African Membership. After acceding to the NPT in July and signing a full-scope safeguards agreement with the IAEA in September, South Africa presented its credentials and took a seat at the General Conference, marking its return to

active participation and acceptance in an international organization.

Budgetary Matters. Member states make assessed contributions to finance the IAEA's regular budget, and, in addition, make voluntary contributions to finance its technical assistance program. Assessments approved by the General Conference for the 1991 budget amounted to over \$178 million. The U.S. assessment, approximately 25 percent of the IAEA's total annual resources, amounted to an estimated \$45 million. Since payment is divided in both U.S. dollars and Austrian schillings, this total varies in accordance with the dollar/schilling rate of exchange. Resources available to finance the IAEA's technical assistance program in 1991 amounted to \$39 million. The 1991 U.S. voluntary contribution for the IAEA amounted to approximately \$23 million, which was used to provide cash and in-kind assistance to the IAEA and its member states.

Due to the failure of a number of member states to pay their 1991 assessments on a timely basis, or at all, and as a result of increased safeguards responsibilities arising out of newly signed safeguards agreements, the Agency, by the end of 1991, was experiencing a financial crisis. In an attempt to resolve cash flow problems, the Director General made urgent appeals to several states to pay their assessments on time and proposed implementation of emergency measures for the 1992 budget.

General Assembly

The IAEA's 1991 annual report on implementation of its programs was presented to the 46th UN General Assembly in October. The corresponding General Assembly resolution is normally apolitical, noncontroversial and quickly adopted by consensus. In 1991, however, a paragraph was added to the standard text commending the IAEA for its actions in response to Iraqi noncompliance with its obligations with the Agency and under the NPT, and for its role in implementing Security Council resolutions 687 and 707 (which address the elimination of Iraq's nuclear, chemical, biological and ballistic missile capabilities). The United States strongly supported the paragraph on Iraq, given the enormous efforts the IAEA had made and continued to make in implementing the Security Council resolutions. Iraq responded by introducing an amendment condemning Israel, but was unsuccessful in having the amendment adopted. The General Assembly adopted resolution 46/16 by a vote of 141 (U.S.) to 0, with 9 abstentions.

International Civil Aviation Organization (ICAO)

Established in 1944 and a UN specialized agency since 1947, the International Civil Aviation Organization (ICAO) is charged with the orderly and safe growth of international civil aviation. The Assembly, consisting of all member states, meets at least once every 3 years. The ICAO Council is the executive body. In 1991 Belize, Albania and Namibia adhered to the Convention on International Civil Aviation, increasing total membership to 164. On March 12 the Council elected Dr. Philippe H. P. Rochat (Switzerland) as Secretary General to succeed Dr. S. S. Sidhu (India) upon expiration of his term of office on July 31.

Suppression of Unlawful Acts Against Civil Aviation

The ICAO International Air Law Conference, held February 12–March 1 at headquarters in Montreal, adopted a Convention on the Marking of Plastic Explosives for the Purpose of Detection. The United States strongly supported adoption of this convention, developed in response to alarming incidents in recent years involving destruction of aircraft in flight through use of plastic and sheet explosives, e.g., destruction of Pan Am 103 over Lockerbie, Scotland, in December 1988.

The convention would require a party to prohibit and prevent the manufacture or the movement into or out of its territory of unmarked plastic explosives. It provides for the creation of an International Explosives Technical Commission, consisting of at least 15 international experts, to evaluate technical developments relating to the manufacture, marking and detection of explosives; report its findings to all states and concerned international organizations; and, as appropriate, propose amendments to the Technical Annex to the convention.

Since the convention had not yet entered into force, the Council decided to maintain the *Ad Hoc* Group of Specialists on the Detection of Explosives. The Group met September 23–27 to continue studies to update the convention.

The fifth meeting of the Aviation Security Panel, held June 10–21 at headquarters, included a Representative of the United States. The panel recommended 10 new Standards and 4 Recommended Practices for incorporation in ICAO Annex 17 on international aviation security. These new provisions dealt with screening checked baggage and security controls for cargo, courier and express parcels, and mail.

10th Air Navigation Conference

This worldwide conference, held at headquarters September 5–20, endorsed the new satellite-based communications, navigation, and surveillance (CNS) and the air traffic management (ATM) systems formulated by ICAO's Special Committee on Future Air Navigation Systems (FANS). The United States played a leading role in development of the new CNS system, which will form the basis for more efficient management of air traffic.

The Conference called upon ICAO to continue to examine in depth the technical, financial, managerial and legal aspects of the CNS/ATM concept for worldwide civil aviation. ICAO is to monitor and coordinate global harmonization of planning and implementation of the new systems, and provide assistance to states as required. The United States announced at the Conference that the U.S. satellite Global Positioning System (GPS) would be available for use by civil aviation, free of user charges, for 10 years beginning in 1993.

Conference on Airport and Route Facility Management

This first meeting since 1981 on the financing and management of airports and route facilities, held at headquarters October 29–November 9, reaffirmed guidelines for states when assessing charges for international airports and en route air navigation facilities. Discussions were guided by the need to balance the interests of airport and route facility providers with those of airlines.

The Conference on Airport and Route Facility Management (CARFM) agreed that airports may produce sufficient revenues to exceed all direct and indirect operating costs, and therefore provide a reasonable return on assets to contribute towards necessary capital improvements. It also recommended that states refrain from imposing charges on airlines, passengers and air cargo shippers for services and functions not associated with international civil aviation or which discriminate against international civil aviation in relation to other modes of international transport.

As proposed by the United States, the Conference recommended that meteorological costs should be allocated between air traffic services for airports and for air routes. In states with more than one international airport, the Conference stated that meteorological costs could be allocated among the airports

involved. On the financing of the CNS/ATM system concept endorsed by the 10th Air Navigation Conference, CARFM urged ICAO to include in its policy guidelines for states the appropriateness of including costs attributable to satellite use in the cost basis for route facility and airport charges. The Conference endorsed ICAO's existing policy guidelines on charges related to aircraft noise and requested an ICAO study to determine if changes could help reduce the environmental consequences of aircraft engine emissions.

Committee on Aviation Environmental Protection

The second meeting of the Committee, which replaced ICAO's Committee on Aircraft Noise and Committee on Aircraft Engine Emissions, was held at headquarters December 2-13. Fourteen Committee members, including the United States, attended.

The Committee recommended that the Council increase by 20 percent the stringency of ICAO Standards relating to emission of oxides of nitrogen from future aircraft engines, as a first step toward development of even more stringent future requirements. The Committee planned to undertake research and analysis to determine what additional steps might protect the environment. It also reviewed existing noise certification requirements; recommendations were made for a new noise certification scheme for light helicopters and a new procedure for ultralight aircraft.

International Fund for Agricultural Development (IFAD)

The International Fund for Agricultural Development (IFAD) was established in 1977 in response to widespread concern that international attention be focused on the small farmer and the landless poor in developing countries. IFAD's mandate is to increase food production and improve living conditions in developing countries through loans for projects benefiting the rural poor in the poorest food deficient regions. In 1991 IFAD loans and grants totaled approximately \$269 million. Administrative costs, funded from its investment income, were approximately \$49.8 million.

IFAD's headquarters are in Rome. Its President, Idriss Jazairy (Algeria) is serving his second 4-year term, which expires in January 1993. IFAD's 147 members are divided into different categories as follows: Category I (OECD members, including the

United States), Category II (OPEC members) and Category III (other developing countries).

Each IFAD member country is represented on the Governing Council, which meets annually. The Council elects, on a staggered basis, 6 members from each category to the 18-member Executive Board for 3-year terms. The Executive Board is responsible for the conduct of IFAD's general operations, and exercises the powers placed on it by the IFAD agreement and delegated to it by the Council. As the largest donor, the United States is the only member of IFAD to enjoy a permanent seat on the Executive Board.

IFAD was originally intended to be financed through balanced contributions from members of the Organization for Economic Cooperation and Development (OECD) and the Organization of Petroleum Exporting Countries (OPEC) in 3-year replenishments. OPEC contributions have declined, however, while contributions from other developing countries have increased. For the third replenishment, which covers the period from July 1990 through June 1992, OECD pledged 67 percent, OPEC 22 percent and other developing countries 11 percent. The U.S. pledge of \$82.8 million to the third replenishment represents 14.6 percent of the total third replenishment target of \$567.4 million. The United States contributed \$30 million in fiscal year 1991 toward its third replenishment pledge.

The declining percentage of Category II contributions to IFAD in each successive replenishment has led the United States and other major donors to become increasingly concerned about the present governance structure, which gives equal voting representation to each category. In discussions with the IFAD Secretariat and other member states throughout 1991, the United States held that, should Category II donors not resume their traditional funding share, the discrepancy between funding shares and voting rights would need to be adequately addressed before the United States could consider contributing to a fourth replenishment.

IFAD uses its resources to leverage additional financing from other international development institutions and host governments for projects which benefit the rural poor. Between 1977 and 1990, IFAD funded 292 projects in 93 developing countries with a total value of \$11.8 billion, of which IFAD provided \$3.1 billion (26 percent), external cofinanciers such as the World Bank and the regional development banks about 33 percent, and the recipient countries themselves about 41 percent. Of these projects, 28 percent were related to rural development, 25 per-

cent to agricultural development, 16 percent to credit and 10 percent to irrigation. The remaining projects involved livestock development, research, extension services, training, fisheries, and marketing, storage, and processing.

About two-thirds of IFAD's loans are on highly concessional terms—one percent annual service charge with a 50-year maturity period, including a 10-year grace period. These loans are available primarily, but not exclusively, to countries with a per capita GNP of \$300 or less (in 1976 dollars). Intermediate-term loans, at 4 percent interest with a maturity period of 20 years including a grace period of 5 years, have averaged about 30 percent of the total lending program. As IFAD has sought to address the pockets of poverty in middle income countries, a growing percentage of loans has been made on ordinary terms, 8 percent interest and 15–18 year maturity period including a 3-year grace period.

As a funding rather than implementing agency, IFAD's projects are supervised and implemented by the multilateral development banks, the UN Development Program, and other implementing agencies in the UN system.

During 1991, IFAD strengthened its project evaluation activities through establishment of an in-house Evaluation Panel. This panel provides a forum for discussion of the evaluation reports by IFAD staff in order to draw lessons from interim and completion evaluations and to establish follow-up procedures for the issues recognized as critical for the remaining period of the project. IFAD also began to implement the 1990 decision making, an evaluation compulsory before a second phase of a project could be begun.

The major findings of the evaluations undertaken in 1990 and 1991 related to project design. They included recommendations for greater attention to the expressed needs of beneficiaries, consideration of the consequences of given land tenure systems on the implementation of a project, better recognition of the constraints faced by resource-poor farmers, and incorporation of climatic variability estimates in expected project outcomes. Other recommendations emphasized the need for clarification of priorities and possible sequencing of activities in IFAD projects, and increased attention to the marketing and processing of the additional production generated by IFAD projects.

Governing Council

The 14th session of the Governing Council, originally scheduled for January 22–24, was postponed until May 29–30 as a

result of the crisis in the Persian Gulf. The Council, meeting in Rome, approved the application for membership in Category III of Namibia, and the reclassification of Portugal from Category III to Category I.

The Council adopted a resolution encouraging members of the High-Level Intergovernmental Committee on IFAD's Future Financial Basis and Structure (HLIC) to hold ministerial-level consultations in 1991 to prepare for fourth replenishment negotiations. The United States joined consensus on this resolution in the expectation that such a meeting would take place only when all categories demonstrated the political commitment necessary for achieving solutions which would put IFAD's future on a more secure financial basis.

In authorizing a second and final phase of the Special Program for Sub-Saharan African Countries Affected by Drought and Desertification (SPA), the Council took note of the appeal made by African members that every effort be made to reach a target of \$300 million, the same target value set for the first phase of the SPA. A new element was added to the design of the second phase, the promotion of rural employment through the development of microenterprises. Although the United States reaffirmed its support for the goals of the SPA, the United States made no commitment regarding future contributions.

Executive Board

The IFAD Executive Board met in April, September and December, approving 22 new loan projects totaling approximately \$264 million. The United States expressed concern that the complex design of some IFAD projects added to the costs of project supervision and the difficulty of project implementation and sustainability.

The Board reached agreement on funding for the preliminary development and testing phase of IFAD's work on evolving environmentally sustainable approaches to rural poverty alleviation. At its December meeting, the Board approved \$1.4 million to finance pro-active environmental impact assessments, natural resource management studies, pre-investment activities, and the development of operational guidelines for sustainable agriculture.

The Executive Board also discussed the role of IFAD in providing organizational and secretariat support for the Summit on the Economic Advancement of Rural Women, scheduled for February 1992. The Summit, funded through extrabudgetary resources, was intended to serve as the culmination of regional

consultations which IFAD organized in 1991 in Cyprus, Senegal, Costa Rica and Malaysia to identify obstacles and opportunities for the economic advancement of rural women. The United States fully supports IFAD programs to address the problems facing rural women, particularly as a result of migration of men to urban areas, but it urged caution in the commitment of IFAD staff and financial resources to the organization of the Summit, urging IFAD's limited resources be concentrated instead on its core project and project-related activities.

Since ministerial-level consultations on IFAD's future recommended by the Governing Council did not take place in 1991, the December session of the Executive Board proposed to organize an informal meeting of the HLIC on the margins of the 15th session of the Governing Council in January 1992.

International Labor Organization (ILO)

Established under the terms of the Treaty of Versailles in 1919, the International Labor Organization in Geneva became in 1946 the first specialized agency associated with the United Nations. The ILO seeks to promote social justice for working people everywhere by formulating policies and programs to improve working and living conditions, creating labor standards as guidelines for national governments and providing technical assistance, such as training, education and research, to help governments more effectively implement labor standards.

The International Labor Organization has 154 members, including the United States, each represented by government, worker and employer delegates. In 1991 the Governing Body, which has 28 government, 14 worker and 14 employer representatives, met in Geneva three times. The 78th annual International Labor Conference (ILC), the Organization's general assembly at which all member states are represented by two government delegates, a workers' delegate and an employers' delegate, was held June 5-26, also in Geneva.

Governing Body

Financial Issues. The 249th session of the Governing Body (GB) of the ILO met February 26-March 1 preceded by various GB committees which sat February 14-24. This session was delayed a day-and-a-half by the resumed 248th session, necessitated by a staff strike in November 1990 that forced GB officers to suspend the 248th. The issue that precipitated the strike, a question concerning staff pensions, was examined at the 249th

and a proposal for compromise consisting of an endowment for a savings fund for employees was sent to the 78th ILC.

The main financial issue for the 249th session was the budget for 1992–1993. After extensive debate the GB adopted the International Labor Office recommendation of a provisional program level of \$376,168,000. Although this level was in accord with the U.S. policy of zero real growth, other questions caused us to reserve our position on the proposed budget at the GB.

For the second year the Governing Body adopted, over U.S. objections, an Arab country resolution calling for a special sitting of the ILC to examine the Director General's report on "The Condition of Workers in the Occupied Arab Territories." The GB held a special commemorative session February 27 for David A. Morse, an American who was Director General of ILO for 22 years, who died in New York on December 1, 1990.

The 250th session, May 23–June 3 and June 27, made two notable decisions: it established a working group to examine proposals for improvements in the functioning of the International Labor Conference, and it approved a Fact-finding and Conciliation Commission on Freedom of Association for South Africa. The first resulted from a recommendation of the Director General carried in the debate on the proposed budget for 1992–1993. The second was an initiative of the Congress of South African Trade Unions that the United States has long advocated.

The 251st session, including committees, took place October 31–November 14. The session took two decisions affecting two long-standing political questions: it approved a tripartite conference on southern Africa that had been requested by the Conference Committee on Apartheid, and it again entertained an Arab request for a special session of the ILC. The request for the special session was sent to the 252nd GB (1992) for final decision, and an Arab proposal that a special committee be established to handle the Occupied Territories question was turned down in the same resolution. During the session, the ILO again welcomed Lithuania as a member; the country had been in the ILO from 1921 until 1940, when it was absorbed by the Soviet Union. In addition, Albania participated in the ILC for the first time in 25 years.

International Labor Conference

At the 78th International Labor Conference session U.S. Secretary of Labor Lynn Martin announced June 14 that the United

States had ratified ILO Convention 105 Concerning the Abolition of Forced Labor on May 14. The Secretary also talked about efforts in the United States on issues concerning women in the workplace, and described tripartite programs in education that respond to workers' needs. Secretary Martin supported the goals expressed by the ILO Director General in his report on the informal sector, the theme of the 78th ILC.

For the second consecutive year the Conference had a special sitting on the Director General's report on the situation of workers of the occupied Arab territories. Even more subdued and less well attended than the uneventful first sitting in 1990, this one did not decide on any actions.

U.S. efforts on the report of the Apartheid Committee yielded some results at the ILC. Because the United States believed that the Committee did not sufficiently take into consideration in drafting its report both developments in South Africa and UN General Assembly resolutions on apartheid, the U.S. Delegation called for a vote on the report. Although only the two U.S. Government delegates voted against the report, there were an unprecedented 67 abstentions, including 3 government and 12 employer delegates from Africa.

The Conference Committee on the Applications of Conventions and Recommendations held its most successful session in recent history. The Committee examined cases concerning 51 countries and included special paragraphs in its report citing Panama and Thailand for violating ILO workers' rights conventions. Recent controversy over interpretation of ILO standards dominated discussions in the Committee. All groups, particularly the workers and employers, worked constructively and effectively.

Further efforts at budgetary restraint enabled the International Labor Office to scale the 1992-1993 budget at \$374,293,000, which was approved at the Conference by consensus. The Finance Committee, however, voted over U.S. objections to approve a \$4,875,000 grant to establish an employee thrift savings plan. This move ended the dispute over employee pensions that led to the strike which forced suspension of the 248th session in 1990. Discussions in the Finance Committee made clear the determination of member governments to insist on greater efforts to hold down spending by the organization.

The Conference adopted a Convention and a Recommendation on Working Conditions in Hotels, Restaurants and Similar

Establishments. The U.S. Government delegates abstained on both. It also approved conclusions on the elaboration of a convention on the issue of the protection of workers in the event of insolvency.

The Resolutions Committee reported out two resolutions: on Structural Adjustment, Industrial Relations and Economic and Social Development and on ILO Action for Women Workers. Both were adopted.

International Maritime Organization (IMO)

The principal objectives of the International Maritime Organization, established in 1958, are to foster cooperation among governments on technical matters affecting international shipping, achieve the highest practical standards of marine safety and prevent pollution of the sea by ships and other craft. IMO also has responsibility for legal matters concerning international shipping and the facilitation of international maritime affairs, and it provides technical assistance in maritime matters to developing countries.

The IMO Assembly meets in regular session every 2 years; the 17th session was held in October 1991. The IMO Council is responsible for all the functions of the Assembly between sessions. With Luxembourg's ratification of the IMO Convention in 1991, membership increased to 135 full members and 2 associate members.

Assembly

The 17th regular session of the IMO Assembly was held October 28–November 8. The Assembly is charged with electing the 32 members of the Council, and the United States, a member of the Council since the establishment of IMO, was reelected for another 2-year term.

The head of the U.S. Delegation, Admiral William Kime, Commandant of the Coast Guard, notified IMO that the U.S. Senate had given its advice and consent to ratification of the 1990 International Convention on Oil Pollution Preparedness, Response and Cooperation. The United States was the first state to ratify this convention, which had its origins in President Bush's proposal to the July 1989 Group of Seven Summit.

The biennial budget for 1992–1993 was considered by the Assembly at its 17th session. After considerable debate and with

the United States disassociating from the decision, the Secretary General's budget request, which included 14.38 percent nominal growth (revised downward from 19.6 percent), was approved by consensus. The Assembly also approved, with U.S. support, a revised assessment scale changing the tonnage/ability to pay ratio for the calculation of member states' assessed contributions from 90/10 percent to 87.5/12.5 percent. The new formula provides for 12.5 percent of a state's assessment to be based on the state's basic contribution to the UN budget, and 87.5 percent to be allocated according to the registered tonnage of the member state. A new rule of procedure—Rule 56 bis—was approved requiring states to request individual waivers of loss of voting rights and Council membership if in arrears.

The Assembly also institutionalized the Facilitation Committee as the fifth standing committee of the IMO, approved a special meeting of the organization to review IMO's technical cooperation activities, decided to convene an international conference to adopt protocols modifying the 1969 Civil Liability Convention and the 1971 Fund Convention, authorized a diplomatic conference to adopt protocols to the Torremolinos Convention and granted consultative status to Greenpeace International.

Council

The IMO Council held its 66th session June 10–14. A 1-day 16th extraordinary session of the Council met October 25, just prior to the Assembly, and the 67th session of the Council met November 7 immediately after the conclusion of the Assembly.

At its 66th session the Council continued discussion on the organization's proposed 1992–1993 budget and revised assessment scale, but reached no agreement. The Council tabled further action on a Danish proposal to build a bridge across the Great Belt sea lane until the outcome of the International Court of Justice hearings on the case was known. It also accepted the resignation of the Chancellor of the World Maritime University, Mr. C.P. Srivastava (India), and appointed the current Secretary General, William O'Neil (Canada) as his successor.

At the 67th session, Mr. S. Tighilt (Algeria) was elected Chairman of the Council for the 1991–1993 term.

Maritime Safety Committee

The Maritime Safety Committee (MSC) held its 59th session May 13–24. Its primary emphasis was on the practical applica-

tion of new technology in dissemination of navigational, safety and emergency information to seafarers. The Committee adopted amendments to the 1974 Safety of Life at Sea Convention, setting guidelines for the use of current high-technology systems such as satellite emergency position indicator beacons, the Worldwide Navigation Warning Service and the Global Maritime Distress and Safety System. It also adopted at this session amendments pertaining to fishing vessel stability standards, container stowage on cargo ships, and the training and qualification of crewmen.

An increase in reported acts of piracy prompted the MSC to solicit reports of piracy from member states for collection and analysis. It recommended for adoption an amendment on the prevention and suppression of acts of piracy, encouraging regional action among nations in the fight against this continuing threat to mariners.

Marine Environment Protection Committee

The 31st session of the Marine Environment Protection Committee (MEPC) met July 1-5. During the meeting, the United States deposited instruments of ratification for Annex III of the Protocol of 1978 relating to the International Convention for the Prevention of Pollution from Ships, 1973, as amended (MARPOL 73/78). This annex regulates the shipping of packaged harmful substances designated as marine pollutants. A U.S. proposal requiring double hulls on new and existing oil tankers was taken up by the committee; final action on this issue is anticipated in 1992.

MEPC also adopted an amendment to MARPOL 73/78 designating the Wider Caribbean as an Annex V "Special Area." Once in force, this provision would severely restrict the dumping of ship-generated garbage in that region. The Committee also recommended for adoption two sets of guidelines for protection of the marine environment. Guidelines for designation of Particularly Sensitive Sea Areas were completed and forwarded to the IMO Assembly, which approved them. Additional guidelines for control of discharge of ballast water in order to minimize harmful marine organisms were drafted and sent to the Maritime Safety Committee for review.

Legal Committee

At its two sessions March 18-22 and September 30-October 4, the Legal Committee continued work on developing a draft international convention on liability and compensation for dam-

ages in connection with the maritime transport of hazardous and noxious substances (HNS). The draft convention under consideration provided a two-tier structure: under the first tier, the shipowner would be held strictly liable for environmental damage; under the second tier, an international fund financed by cargo interests would be available to provide compensation if first-tier coverage was insufficient.

Facilitation Committee

The 20th session of the Facilitation Committee met April 8–12. The United States requested support for a U.S.-proposed drug testing program introduced at the 59th session of the Maritime Safety Committee. This issue was added to the Committee's agenda for its next session. The Committee also prioritized 21 proposed amendments to the Convention on the Facilitation of International Maritime Traffic, 1965, as amended (FAL), for possible adoption. The United States opposed a proposal to impose a 5-year restriction on the entry into force of amendments to the convention; this item is to be reviewed by the Committee at its session in 1992.

International Telecommunication Union (ITU)

The International Telecommunication Union (ITU) was founded in 1865 as the International Telegraph Union and has headquarters in Geneva. Its purposes are to maintain and extend international cooperation for the improvement and rational use of telecommunications of all kinds, and to promote the development of technical facilities and their most efficient operation. A Plenipotentiary Conference, which serves as the supreme organ, normally meets every 5 years, the last time in 1989. It also has an Administrative Council and permanent organs that include the International Frequency Registration Board (IFRB), International Radio Consultative Committee (CCIR), International Telegraph and Telephone Consultative Committee (CCITT) and Telecommunications Development Bureau (BDT). Membership in the ITU increased to 166 in 1991 with the accession to the International Telecommunication Convention (Nairobi, 1982) of Lithuania and Latvia.

High-Level Committee

A High-Level Committee (HLC) on the Structure and Functioning of the ITU was established by the Administrative Council at the direction of the 1989 Plenipotentiary Conference. In

April of 1991 the HLC completed its work and issued a report with 96 recommendations for streamlining the ITU and improving its efficiency and management practices. For example, the HLC recommended the ITU change from an annual to a biennial budget cycle, and the format and procedures for the ITU budget be changed to enhance transparency and increase the accountability and flexibility of managers and constituent units within the ITU. To improve morale and efficiency, the HLC recommended reforms for the personnel appraisal system, establishment of a performance incentive program, improvements in ITU recruitment and promotion procedures, and greater flexibility for department heads to organize their staffs within overall financial constraints. In addition, the HLC suggested improvements for the ITU information management system. The United States achieved its major goals in the HLC, which endorsed many U.S. proposals.

Administrative Council

The Union held the 46th annual session of its Administrative Council in Geneva on May 27–June 7. The Council serves as the governing body between Plenipotentiary Conferences. The United States is a member of the Council, which adopted a budget for 1992 of approximately \$96,332,000, representing a 5.1 percent nominal growth and a 2.1 percent real growth over the 1991 budget. The United States disassociated itself from (but did not block) consensus adoption of the 1992 budget. To begin implementing some HLC recommendations, the Council approved withdrawing approximately \$1,097,000 from the ITU's 1991 reserve fund.

The Council also approved expending \$1,184,000 for an additional session of the Plenipotentiary Conference to consider, *inter alia*, HLC recommendations that require plenipotentiary approval and proposed redrafts of the ITU Constitution and Convention necessitated by adoption of HLC recommendations. The additional plenipotentiary will be held December 7–22, 1992, in Geneva. To accommodate the additional plenipotentiary, the Council decided to postpone a previously scheduled plenary assembly of the International Telegraph and Telephone Consultative Committee (CCITT) from 1992 to 1993 (postponing the concomitant expenditure of approximately \$914,000). The Council also decided to postpone indefinitely the World Administrative Radio Conference (WARC) tentatively scheduled for 1993 (putting on indefinite hold the concomitant expenditure of about \$707,000).

Of the approximately 400 units by which the ITU budget is divided, the United States is one of five industrialized countries which contributed 30 units to the 1991 regular budget. The growth in the budget and decrease in the total number of contributory units pledged by members (3 units) caused the value of the contributory unit to increase 4.78 percent from 1991 to 1992. The U.S. contribution (8.01 percent of the budget) grew from about \$6,480,000 for 1991 to approximately \$6.8 million for 1992.

In addition to the U.S. Government contribution, U.S. private industry (68 companies and organizations) contributed a total of 45 units (over \$2 million) to the ITU budget under the "recognized private operating agencies (RPOA) and scientific or industrial organization (SIO)" contribution categories to cover standards setting activities in the International Radio Consultative Committee (CCIR) and in the CCITT. (RPOA and SIO contribution units are different from member-country contribution units. Each RPOA-SIO unit has only about 20 percent of the value of a country unit.) Each organization or company in these categories contributed from 0.5 to 3 units (approximately \$23,000 to \$136,000) to the 1992 budget.

Two staff-related issues caused a great deal of controversy at the 46th Council. The Secretariat proposed seeking Council approval for an additional \$1,480,000 to fund a bonus equal to a month's salary for every professional ITU staff member. ITU staff considered this too little to make up for allegedly decreasing real salary levels, and called for larger bonuses. In the face of opposition from the United States and other Council members, the Secretariat withdrew its proposal. Instead, it circulated a document indicating ITU staff members would be given a non-pensionable special allowance purportedly for additional work they will perform relative to implementing the approved HLC recommendations. It was estimated that approximately \$370,000 would be needed in 1991 and again in 1992 to fund this allowance, and that this could be absorbed within the approved budgets for each of these years. This set off heated demonstrations by ITU staffers and further controversy among Council members. When the Chairman of the Council's Committee on Personnel Matters attempted to put into the record a statement indicating the Council had given a "clear mandate" to carry out this allowance proposal, the United States and other Council members intervened, disagreeing that such a mandate had been given. As a result, the statement about a mandate was dropped.

The Secretariat's proposal for implementing a Pension Purchasing Power Protection Insurance Plan (PPPIP)—if the UN General Assembly did not institute by April 1, 1992, comparable measures for the common system—also generated considerable dissension. The U.S. Delegation warned that this proposal, like those on bonuses and a special allowance, threatened the UN common system of remuneration and conditions of service. Despite this, the PPPIP was approved in a secret ballot by a vote of 23 to 8 (U.S.), with 9 abstentions. In addition, a U.S.-proposed amendment, which stipulated that the PPPIP would have to be approved by the UN Joint Staff Pension Board prior to implementation, was defeated in the Council by a vote of 7 (U.S.) to 21, with 11 abstentions.

In contrast to its previous session, telecommunications development was not a major topic. The Committee on Development, which held only one meeting lasting 3 hours, approved establishing two new positions in the Telecommunications Development Bureau (BDT) to improve the information system being developed to link newly established ITU field posts with headquarters in Geneva. In accord with an HLC recommendation, the plenary approved the merger of the Center for Telecommunications Development (CTD) with the BDT not later than December 31.

ITU Technical Bodies

International Telegraph and Telephone Consultative Committee

The International Telegraph and Telephone Consultative Committee (CCITT) continued to carry out the work program approved at its 1988 plenary Assembly, with numerous study group meetings held almost continuously throughout the year. The technical, operational and tariff recommendations (voluntary standards) developed and promulgated by the CCITT for international telecommunication carriers, manufacturers and users are voluntary and generally implemented worldwide. The U.S. telecommunications industry and numerous U.S. Government agencies participate actively in the Department of State's statutory role as coordinator of U.S. efforts in CCITT activities and contribute over \$2 million toward defraying costs.

New procedures to accelerate adoption of new standards for telecommunications equipment and networks, first implemented in 1989, have been used frequently to adopt more than 200 new or revised CCITT recommendations since 1989. A com-

mittee formed to further improve organization and working methods met twice in 1991. This committee finalized its proposals and will forward them to the 1993 plenary meeting.

Developing countries continued to argue for a change in the current 50–50 split of international telecommunications services revenue on the grounds that additional funds would enable them to undertake greater telecommunications development. In 1990 the CCITT and the General Secretariat released the results of a study on the relative costs of providing services in developed and developing countries, but it was not deemed comprehensive enough to lead to any conclusions on the division of revenues issue.

Issues studied by the CCITT with major emphasis in 1991 included principles governing use of private-leased circuits, use of personal computers in network operation and the Integrated Services Digital Network (ISDN). The CCITT adopted a U.S. proposal for liberalization of the leased circuit recommendations for customers' use and enhanced services. In addition, a first-draft CCITT recommendation on International Telephone Accounting Rates was developed, and could lead to reduction of the \$3 billion annual U.S. imbalance in payments for international telephone traffic.

CCITT studies also looked at the following areas which will become increasingly important in the near future: (a) the convergence of information and telecommunications technologies, (b) an international telecommunications credit card, (c) new standards for higher speed facsimile services, (d) very high-speed modems, (e) electronic message handling systems, (f) the adoption and implementation of standards for international facsimile services and (g) standards for wide-band fiber-optic submarine cables, including circuit multiplication techniques.

International Radio Consultative Committee

The International Radio Consultative Committee (CCIR) is responsible for development of technical bases for international sharing and management of frequency spectrum and geostationary satellite orbit resources; standardization of radio systems (compatible performance and interconnectivity) worldwide; and production of information used for the development, planning and operation of radio systems. CCIR recommendations provide a basis for international standardization of radio communications and have great influence on the scientific and technical radio communications community, on administrations and pri-

vate operators, as well as on designers and manufacturers of equipment. CCIR recommendations are not legally binding on members but, because of the imperative of compatible performance and interconnectivity, they are almost universally applied.

During 1991 CCIR study groups continued the development of technical recommendations in a wide range of areas, including compatibility of ISDN circuits in terrestrial and satellite networks, communications requirements for future missions to the Moon and Mars, communications requirements for Earth resources satellites, the harmonization of broadcasting and non-broadcasting applications of high definition television (HDTV), digital audio broadcasting, digital terrestrial HDTV, and mobile-satellite systems offering personal communications services.

International Frequency Registration Board

The major function of the International Frequency Registration Board (IFRB) is to ensure the orderly recording of satellite orbital positions and radio frequencies that national administrations assign to their radio stations, including satellite systems. The IFRB also assists countries in matters related to radio spectrum management.

In 1991 the IFRB continued its participation in preparations for various radio conferences. During the first half of the year, it continued work related to the planned 1993 WARC on High-Frequency Broadcasting. Its findings were generally pessimistic about prospects for a successful outcome of the conference, in light of the very large number of requirements and the insufficient amount of radio spectrum to satisfy those needs. The Board's results were useful in Council deliberations on the subject and influential in the Union's decision to defer the conference indefinitely.

In October 1991 the IFRB issued its report to the 1992 WARC relating to use of channels in the high-frequency aeronautical mobile service. On the basis of concern expressed during the 1989 plenipotentiary, the Board was tasked to develop an arrangement that could accommodate the many new countries created since the 1959 plan was adopted. The report, which the United States supports, was expected to get favorable treatment at the 1992 WARC. In addition the Board contributed heavily to the work of the Voluntary Group of Experts (VGE) to simplify the radio regulations, as well as to the work of the High-Level Committee.

Telecommunications Development

The Bureau for Telecommunications Development (BDT) was created by the 1989 Plenipotentiary Conference. The BDT became operational in January 1990, under the interim direction of the Secretary General, pending election of a Director at the additional Plenipotentiary Conference scheduled for December 1992.

Under the Bureau's leadership, the ITU has sponsored several regional telecommunication development conferences. The first, for Africa, was held in December 1990 in Harare, Zimbabwe. The second, for Europe, was held in Prague, Czechoslovakia in November 1991. In both cases, conference participants included not only regional officials, but also officials from countries outside these regions, including the United States. A third regional development conference, for the Americas, is scheduled for the spring of 1992 in Mexico.

The Center for Telecommunications Development (CTD) ceased as a separate entity of the ITU when it was incorporated into the BDT in December. The U.S. Government donated \$125,000 for development of a series of recommendations on how the CTD's functions might be integrated into the BDT. No additional funds were granted in 1991.

UN Educational, Scientific and Cultural Organization (UNESCO)

Not a member of UNESCO, the United States maintained observer status with UNESCO during 1991 and worked through its observer mission in Paris to promote residual U.S. interests at UNESCO and to encourage reform within the organization. During 1991 the United States sent observer delegations to the 136th, 137th and 138th sessions of the UNESCO Executive Board and to the 26th session of the General Conference.

The United States continued a regular and open dialogue with UNESCO Director General Federico Mayor and his senior staff. U.S. officials met with Mayor in Washington, D.C., in January and June, and in Paris in October.

The General Accounting Office (GAO) informed Secretary of State Baker and Director General Mayor in July that, at the request of Congress, it was undertaking a review of UNESCO's "(1) overall administrative structure and coordination, (2) program management, (3) financial management, and (4) personnel management." The GAO conducted its field review of UNESCO

during October and November and is expected to release its report in April 1992.

The United States was represented at the April 29—May 3 Seminar on Promoting an Independent and Pluralistic African Press in Windhoek, Namibia. In the "Declaration of Windhoek," the participants committed themselves to promote actively a free, independent and pluralistic press in Africa.

A highly critical report on Iraqi vandalism and pillaging in Kuwait was submitted to Director General Mayor during the May session of the Executive Board by his Special Representative, who made a field visit to Kuwait in April to investigate damage to educational, scientific, cultural and communications institutions. The Board instructed the Director General to report in September on ways of assisting Kuwait to restore these institutions and infrastructures.

The United States worked through like-minded states at the 137th Executive Board and 26th General Conference to block, for at least 2 years, consideration of PLO membership in UNESCO as the "State of Palestine." It helped also to defer indefinitely Iraqi efforts to have the Executive Board and General Conference discuss the "situation of the cultural heritage and educational and cultural institutions in Iraq." Working through the Sanctions Committee of the UN Security Council, it discouraged UNESCO from sending a mission to Iraq to assess the condition of these institutions.

The United States supported Japanese action that led to the 26th General Conference adopting constitutional changes mandating member states—not individuals—be elected to the Executive Board. The Conference recommended that the Board improve its structure and working method, and initiate intersessional preparatory and follow-up work. The United States also supported successful efforts to establish an expert group on budget and finance to advise the Executive Board.

In mid-November the Chair of the National Council on the Evaluation of Foreign Educational Credentials, accompanied by a representative of the Department of Education and the U.S. Observer to UNESCO, attended, in Paris, the Bureau meeting of the Regional Committee in charge of the application of the UNESCO European Convention on the Recognition of Studies, Diplomas and Degrees. They discussed the recognition accorded European degrees in the United States.

The United States also participated in the Intergovernmental Oceanographic Commission (IOC) and the International Geolog-

ical Correlation Program (IGCP). The regulations governing these UNESCO-related bodies allow participation by non-UNESCO member states.

The United States made voluntary contributions, through the International Contributions to Scientific, Educational and Cultural Activities (ICSECA) account, of approximately \$2 million to selected international scientific, educational or cultural activities in UNESCO's fields of competence considered important to U.S. interests. Among other bodies or activities funded were the Man and the Biosphere (MAB) Program and international activities in library and information science. A separate contribution of approximately \$550,000 was made to the World Heritage Fund, whose Secretariat is provided by UNESCO.

Agreements and Conventions

Cultural Property

During 1991, the United States continued to play a leadership role in encouraging international cooperation in combating the illicit movement of cultural property under the 1970 UNESCO Convention on the Means of Prohibiting and Preventing the Illicit Import, Export and Transfer of Ownership of Cultural Property. The United States responded to an emergency request from Guatemala on April 15 by imposing an import ban on Maya artifacts from the Peten region. U.S. action on Guatemala's request was the fourth action taken by the United States under the convention.

Although there are 71 state parties to the convention, the United States remains the only one considered a major importer of art, and the only state to assist another pursuant to Article 9 of the Convention.

Universal Copyright Convention

International copyright activities of UNESCO are undertaken in connection with its role as Secretariat for the Universal Copyright Convention (UCC). As a member state of the UCC, the United States continues to participate in all copyright activities sponsored by UNESCO.

Joint activities are carried out with the World Intellectual Property Organization (WIPO), which serves as the Secretariat for the Berne Convention for the Protection of Literary and Artistic Works. These activities involve meetings of the Intergovernmental Copyright Committee of the UCC and the Executive Committee of the Berne Convention, held every 2 years in

odd-numbered years. The joint meeting of the two committees scheduled for 1991, however, was postponed.

The UCC Intergovernmental Copyright Committee held its biennial meeting in June in Paris where the United States was elected to a 6-year term on the Committee.

Intergovernmental Oceanographic Commission

The Intergovernmental Oceanographic Commission (IOC) is the UN agency responsible for promoting and coordinating global marine science activities of its 118 member states. It is functionally autonomous within UNESCO, with its own program and budget supported both by UNESCO and its own member states, who contribute over half of the IOC's program funding.

A major U.S. objective being carried out through the IOC is the planning and implementation of a Global Ocean Observing System (GOOS) to acquire global ocean data necessary for studies of climate and global change and to monitor the environment. In 1991 the Commission, in cooperation with the WMO and the UNEP Program, made significant progress in planning for this complex system. Three professionals are now seconded to the IOC Secretariat by the United States to help staff the IOC's new Global Ocean Observing System Planning Office.

The GOOS is expected to contribute to the oceanographic component of a Global Climate Observing System, as proposed by the Second World Climate Conference and endorsed by the UN Conference on Environment and Development preparatory committee. It will also include a coastal and nearshore component for fisheries research and management, study of harmful algal blooms, pollution monitoring, and detecting sea-level changes.

Major IOC programs such as the GOOS contribute to the U.S. Global Change Research Program (GCRP), intended to provide the scientific basis for national and international policy regarding natural and human-induced changes in the global earth system. The President's budget for 1991 proposed spending \$1.18 billion for global change research by Federal agencies, a 24 percent increase over 1991.

IOC activities that contribute to U.S. goals in climate research include the Joint Committee for Climate Changes and the Ocean (CCCCO) (chaired by the United States); Committee for Ocean Processes and Climate (chaired by the United States); Intergovernmental Panel for the World Circulation Experiment (WOCE);

Intergovernmental Board for the Tropical Ocean and Global Atmosphere (TOGA) Study; and Joint CCCO/JSC Ocean Observing System Development Panel (chaired by the United States).

Other IOC activities in which the United States was active in 1991 include the following.

- The IOC International Coordination Group for the Tsunami Warning System in the Pacific oversees a program for monitoring undersea earthquakes and issues timely warnings of resulting tsunamis (so-called "tidal waves"). These warnings directly benefited U.S. coastal interests in the Pacific. At the 1991 meeting, significant advances were made in arrangements for real-time exchange of tsunami data and information.

- Ongoing U.S. participation in the IOC Technical Committee for International Oceanographic Data and Information Exchange, and the ICSU/IOC World Data System for Oceanography, provided U.S. agencies and scientists with foreign-source data at savings valued at over \$1 million per year. It also provided a mechanism for agreement among data agencies on international data standards and formats which permit data to be exchanged at lower cost. The United States hosts the World Data Centers for Oceanography (Washington) and for Marine Geology and Geophysics (Boulder).

- The IOC Global Sea Level Observing System (GLOSS) was expanded in 1991 by installation of a number of new stations in the Pacific. Efforts continue to expand the system in the Atlantic, and to overcome technical difficulties in establishing stations in the Southern Ocean, including Antarctic waters.

A highlight of the March IOC meeting was the report and discussion of regional cooperation connected with a scientific cruise of the NOAA research vessel *Mt. Mitchell* to investigate the impact of the Gulf War on the marine environment. This 100-day investigation, initiated under the IOC/UNEP program for Global Investigation of Pollution in the Marine Environment (GIPME), was jointly sponsored by NOAA, IOC and the Regional Organization for the Protection of the Marine Environment (ROPME), a consortium of Gulf states.

The International Geological Correlation Program

The International Geological Correlation Program (IGCP) promotes cooperative research on global geologic problems. In recent years the program has expanded from its traditional

themes to encourage a more cooperative, multidisciplinary approach and emphasize the present-day geologic environment, including geologic hazards and global change. The work is carried out through 59 research projects (56 funded) that last from 4 to 10 years.

The United States has played a prominent role in IGCP since its establishment in 1973. U.S. geoscientists helped design the program and are members of the IGCP Board and Advisory Scientific Committee. U.S. funding of \$80,000 for 1991, provided through the National Academy of Sciences, serves as a catalyst to stimulate additional support from universities, the U.S. Geological Survey (USGS), and private industry. UNESCO cut its contribution to IGCP by 21 percent for 1992–1993, which increases its dependence on voluntary contributions.

Man and the Biosphere (MAB) Program

Scientists from the United States, as members of the U.S. Man and the Biosphere (U.S. MAB) Program and as individuals, continued to collaborate with the UNESCO MAB Program and other UN programs and agencies during 1991. Funds provided through the Foreign Assistance Act, and through the Bureau of Oceans and International Environmental and Scientific Affairs, were granted to U.S. MAB to provide support for specific international projects of U.S. scientists that would normally have been funded by UNESCO.

In arctic science affairs, U.S. MAB funds were utilized for a study grant to examine the atmospheric delivery and transformation of toxaphene (organochlorine pesticides and poly chlorinated biphenels) particularly in their accumulation in the human food chains in the arctic regions. The researchers will attempt to distinguish between toxaphenes originating from Canadian, U.S. and eastern European sources. Also in arctic scientific affairs, U.S. MAB agreed to support and host an international workshop of managers of UNESCO-recognized and designated biosphere reserves to focus on compatible scientific database formulation and key scientific protocols relevant to global change research.

Funds were also used to continue the support of a Fellowship position at the Secretariat headquarters of the Northern Sciences Network at the University of Lapland in Rovaniemi, Finland.

In tropical ecology, U.S. MAB allocated funds for the support of several international projects that are coordinated with

projects of UNESCO and other UN organizations. U.S. MAB awarded a grant through Yale University to develop alternative options for the sustainable management of the Macara I, II and III Extractive Reserves in collaboration with the Brazilian Rural Works Union of Amapa and the National Council of Rubber Tappers. U.S. MAB funds were awarded to examine the benefits to tropical coastal environments provided by mangrove forests in Jamaica and to a UNESCO-designated biosphere reserve in the U.S. Virgin Islands. U.S. MAB funds were also competitively awarded to studies on the role of nontimber forest products in maintaining the health of the Venezuelan Yanomami Amerindians and the effects which settlement and deforestation may have on the availability, use and management of these products. A project concerning the land-use practices in northern Thailand was funded with U.S. MAB funds to support development of a database using aerial photographs and satellite remote sensing information to investigate forest fragmentation patterns and losses in tropical forest landscapes near Chiang Mai, Thailand.

Assisting the international MAB research program to focus on more problem-oriented specific programs, U.S. MAB established a second major U.S. core program area in the MAB Directorate on Human Dominated Systems. This program will develop management options for preserving ecological sustainability in three UNESCO-designated biosphere reserve sites along the eastern coast of the United States: the Everglades, the Virginia Coast and the Pinelands Reserve of New Jersey. Development of this second core program area in the U.S. MAB program will, in part, be translatable to development of international programs to utilize comparable methodologies for programs on sustainable development.

U.S. MAB scientists were invited to participate in the third EuroMAB Congress—a geopolitical organization of the MAB programs of 21 nations of Europe and North America. The U.S. Delegation of four U.S. scientists—two from federal agencies, two from public universities—was designated by the Congress to take the leadership role in development of a network of environmental and ecological databases on the 168 biosphere reserves in the EuroMAB region. The U.S. Delegation was assigned the follow-up role on augmenting the social science component in the research planning for the EuroMAB countries. At the Congress, the U.S. Delegation also introduced a U.S. MAB-funded project on "Networking the Networks," to

demonstrate potential mechanisms for linking and integrating databases across various scientific disciplines and research interest areas.

U.S. MAB provided funds for the development of an international comparative research agenda on the role of biological diversity in the functioning of ecosystems in 1991. The resulting manuscript was vetted through several prestigious international scientific bodies, published in its entirety by the International Union of Biological Sciences (IUBS), and adopted by UNESCO as the basis for the biological diversity program of the international Man and the Biosphere Program.

The U.S. MAB Program assists the U.S. Peace Corps to recruit environmental program and project planners and technical advisors who work to develop country programs for U.S. Peace Corps Volunteers in cooperation with the UN Environment Program (UNEP), the UN Food and Agriculture Organization (FAO) and other international organizations. In 1991 two such agreements were signed, and personnel recruited, to assist the U.S. Peace Corps in these matters.

UN Industrial Development Organization (UNIDO)

Created as an autonomous organization within the UN Secretariat in 1966, the UN Industrial Development Organization (UNIDO) became an independent specialized agency of the United Nations in 1986. Its mandate is to promote and accelerate industrial development in developing countries, and to promote industrial cooperation and development on global, regional, national and sectoral levels. The United States has participated in UNIDO since its inception. In 1991 Chad, Djibouti and Lithuania joined the organization, bringing its membership to 154.

UNIDO, headquartered in Vienna, has three principal organs: General Conference, Industrial Development Board (IDB) and Program and Budget Committee (PBC). The General Conference, which met in 1991, is convened biennially and provides broad policy guidance. The 53-member IDB meets once in Conference years and twice in non-Conference years, and the 27-member PBC meets annually. The United States is a member of both the IDB and the PBC.

Program and Budget Committee

The initial seventh session of the PBC met April 22–26, in Vienna. It resumed June 27, and again August 23, in order to conclude all substantive business. Sessions were dominated by the reluctance of some member states to accept portions of the proposed 1992–1993 regular budget. Financial uncertainties posed by the computerization program, Australia's anticipated return to the organization and a potential reorganization were thoroughly debated before PBC members approved a budget in August.

The Committee reached 15 conclusions, including recommendations that the IDB: approve a 1992–1993 budget that represented negative 0.5 percent growth compared to the 1990–1991 biennium; include the Australian assessment in the budget draft estimates due to Australia's intention to rejoin in January 1992; endorse appointment of consultants for the computerization program as recommended by a working group of independent experts; and place a dollar limit on electronic data processing expenditures for 1992–1993 and 1994–1995.

The head of the U.S. Delegation addressed the budget issue at the August 23 plenary of the PBC. He noted U.S. support for the revised budget hinged on the fact that it represented zero real growth in accordance with an earlier IDB decision. He added that in supporting the overall budget, the United States also supported the revised computerization program. In closing, he stressed that U.S. support for the budget did not mean that serious errors accompanying the development of the program were ignored, but rather that the time had come to move forward on both the budget and electronic data processing program.

The U.S. Delegation disassociated itself from a draft conclusion on the financial situation of UNIDO. The conclusion recommended financial rules be suspended so that unutilized balances of appropriations from 1988–1989 could be used to fund projected shortfalls in 1990–1991. The United States noted that the resolution already contained a proposal to use unutilized balances from the 1986–1987 biennium to fund projected 1990–1991 shortfalls, and therefore, was not persuaded that similar action with 1988–1989 balances was warranted.

Industrial Development Board

The eighth session of the IDB met first on July 1–5 and resumed on August 23, immediately after the reconvened sev-

enth session of the PBC. The Board, which held both meetings in Vienna, adopted 47 decisions. Its meetings were also characterized by extensive debate about computerization costs and their impact on UNIDO's regular budget. The Board accepted PBC recommendations for 1992-1993 electronic data processing expenditures, but amended language for the 1994-1995 portion to stipulate that appropriate sources of financing for this period would be considered by the General Conference, and to establish a maximum dollar amount for the entire computerization program.

UNIDO's proposed reorganization attracted a great deal of attention. Despite efforts of an intersessional open-ended working group, the Board was unable to reach consensus on possible changes to UNIDO's organizational and staff structure. Instead, the working group president encouraged consultations among member states prior to the November General Conference.

Ecologically Sustainable Industrial Development Conference

As part of UNIDO's effort to encourage industrialization based on sustainable development in developing countries, Denmark hosted an international Conference on Ecologically Sustainable Industrial Development (ESID) on October 14-18 in Copenhagen. The Conference approved 30 general ministerial conclusions which were transmitted to the General Conference and formed the basis for UNIDO's contribution to the 1992 UN Conference on Environment and Development (UNCED) in Rio de Janeiro. During the ministerial discussion at the plenary session, the U.S. Delegation head introduced the topic of "International Cooperation Between Government and Industry." His remarks stressed the importance of international cooperation between the public and private sectors, as well as between countries regardless of their particular level of economic development.

Through the ESID Conference, UNIDO was able to meet a number of objectives: identification of how environmental concerns could be integrated into industrialization; clarification of ESID related issues in all countries, but especially in developing countries; suggestions of important roles for governments, international organizations, nongovernmental organizations and industry; and finally, in cooperation with other UN organizations, an indication of the role UNIDO can play at the policy and operational levels.

The General Conference

The fourth UNIDO General Conference was held November 18–22 in Vienna. With the exception of the reorganization issue, the Conference completed all substantive business, adopting 25 decisions and 30 resolutions. Concerted efforts by two working groups in conjunction with 2 years of informal consultations among member states failed to bring about a plan for restructuring the organization. The Conference referred the issue back to the IDB for reexamination and possible consideration at the fifth General Conference.

The 1992–1993 budget received considerable attention before it was accepted by the General Conference (adopted 88 (U.S.) to 1, with 2 abstentions). The U.S. Delegation called for a vote on a resolution to provide technical assistance for the Palestinian people, which was adopted 79 to 2 (U.S.), with 3 abstentions. The U.S. Delegate noted that the United States continues to be the largest single donor to UNRWA—the major conduit for health, education and social assistance to the Palestinians. He added that the resolution introduced political elements inappropriate in UNIDO's technical action forum on development.

The United States made statements, but did not block consensus, on three other items during plenary: the financial situation of UNIDO, the practice of zero real growth budgets, and external debt and industrial development. In addressing the financial situation of UNIDO, the U.S. Delegation expressed strong reservations about temporarily suspending financial regulations for a second time to enable UNIDO to use money from the 1988–1989 budget to meet 1990–1991 funding shortages. Reiterating its position at the seventh PBC, the United States characterized the decision as a dangerous precedent. With regard to zero real growth budgets, the U.S. Delegation pointed out that between the seventh and eighth sessions of the IDB, an intersessional working group had spent considerable time and effort exploring the subject, but that their results were inconclusive. The U.S. Delegation appealed to member states to turn their attention to the goal of delivering technical assistance to developing countries. As to the agenda item on external debt and industrial development, the U.S. Delegation registered strong reservations about addressing debt issues outside the competent international fora, such as the IMF, World Bank and Paris Club.

The General Conference took note of an International Center for Science and Technology to be established by the Italian Gov-

ernment in Trieste, to promote research and development activities of scientists from developing countries. The Conference rejected a draft resolution which placed the center "within the legal framework of UNIDO," because some member states feared this language implied additional financial responsibility for the organization. Conference participants expressed continuing support for UNIDO's environment program, and passed a resolution approving the ESID Conference report to be transmitted as UNIDO's contribution to the UNCED. Member states also turned their attention to development projects financed by extrabudgetary means and passed a resolution approving guidelines, developed by the Secretariat, for special trust fund projects.

Universal Postal Union (UPU)

The Universal Postal Union (UPU) has 168 members. The United States has been a member of the UPU since its founding (as the General Postal Union) in 1874. The UPU Executive Council directs the work of the Union between quinquennial Congresses. It meets once a year at UPU headquarters in Bern, and U.S. Assistant Postmaster General Thomas Leavey chairs the Executive Council through 1994, when the next Congress takes place.

The Executive Council held its regular session April 22–May 8, when it adopted a budget at a zero real growth level. The U.S. share, based on its voluntarily pledged level, was set at \$1,131,000, or 5.36 percent of the net budget. The Council also agreed that the voluntary contributions portion of the special activities fund be apportioned over the next 4 years and that \$382,293 be used in 1992 to fund projects to safeguard and enhance the quality of international postal service and for the engagement of specialists for special tasks. Moreover, the Executive Council instructed the Secretariat to amend the UPU financial regulations covering accounting for these funds.

In addition, the Executive Council set the dates for the next plenipotentiary Congress to be held in Seoul on August 22–September 14, 1994. The Seoul Congress will last for 18 working days compared to 22 for the Washington Congress (1989), 29 for the Hamburg Congress (1984) and 45 for the Rio de Janeiro Congress (1979).

On October 25–26, the Executive Council held its first extraordinary session. The purpose of this meeting was to

decide what action, if any, the UPU should take in response to the imminent establishment of a joint venture between the Australian firm TNT, one of the world's largest private courier firms, and the postal administrations of France, Germany, Sweden, the Netherlands and Canada. When this venture becomes operational, it will "offer high quality international time-certain delivery services" in 182 countries and territories, according to a press release issued by the parties to the agreement creating the joint venture. At the extraordinary session, creation of "a commercial and operational structure within" the UPU to provide an alternative to the new venture was considered. Instead of this proposal, however, the Council adopted by consensus a U.S.-drafted resolution calling for establishment of a working group of experts to examine "a full range of options" for responding to the joint venture. This working group, to be chaired by Argentina and include experts on postal matters from Japan, United States, United Kingdom, Sierra Leone, Jordan and Sweden, is requested to report and submit proposals to the 1992 Executive Council.

Consultative Council for Postal Studies

The Consultative Council for Postal Studies (CCPS), composed of 35 member countries elected by the UPU Congress, organizes the study of postal operations, technical questions and economic and technical cooperation issues. The United States has been a member of the CCPS since its establishment in 1957, and was elected to a further 5-year term at the 20th Congress in 1989. The 1991 CCPS session met from October 14–24. The Council continued its work on the program of activities set by the 20th Congress in the seven committees which deal with posts and marketing, rapid services, operations and quality of service, modernization, management, human resources and postal development. The United States is working on studies for the CCPS on containers for mail, automation of certain airmail forms, letter sorting by optical character readers and postal financial services.

The Council also focused attention on ways to adopt more efficient, rational work methods for the conduct of certain CCPS studies. As a result, new guidelines were established for use by both postal administrations and the UPU Secretariat for studies carried out using the questionnaire method.

World Bank Group and International Monetary Fund

The World Bank Group is composed of the International Bank for Reconstruction and Development (IBRD, established in 1945), the International Development Association (IDA, established in 1960), the International Finance Corporation (IFC, established in 1956) and the Multilateral Investment Guarantee Agency (MIGA, established in 1988). During the Bank Group's Fiscal Year 1991 (ending June 30, 1991), 155 nations were members of the IBRD, 139 belonged to IDA, and 141 were members of the IFC. Sixteen more countries signed the MIGA convention in FY 1991, bringing total membership to 101.

The United States is the largest contributor to the World Bank Group. As of June 30, the United States held 17.9 percent of shares in the IBRD, 26.3 percent of subscriptions and contributions to the IDA, 24.6 percent of IFC's capital stock and 28.1 percent of shares in the MIGA.

The World Bank works with specialized UN agencies in a wide variety of activities. It fosters economic growth in member countries by providing loans, either at near-commercial terms (IBRD) or at concessional terms (IDA), for sound development projects. It also provides a wide range of technical assistance and training services.

The Bank traditionally has financed capital infrastructure. In 1980 the Bank inaugurated a program of adjustment lending to support specific policy changes and institutional reforms. Adjustment lending accounted for 25 percent of total lending in FY 1991.

The Bank's overall first priority was poverty reduction, addressed both by economic development projects which promote productive use of labor and by improving basic social services. It was also increasing its focus on human resources. Education project approvals increased from \$1.49 billion in FY 1990 to \$2.25 billion in FY 1991. Population, health, and nutrition projects increased from \$933 million to \$1.57 billion.

The Global Environment Facility (GEF), established in 1990 as a pilot 3-year program to help finance projects benefiting the global environment that would not normally be funded, became operational in 1991 with contributions from many participant countries, including the United States. Three agencies

implement projects under the GEF framework: the World Bank, which also provides staff and coordination, the UN Development Program (UNDP), and the UN Environment Program (UNEP).

The IBRD approved \$16.4 billion in loans for FY 1991 (up 8 percent from FY 1990) to support 126 projects in 42 countries. IDA credits amounted to \$6.3 billion (up 14 percent from FY 1990) or 103 projects in 44 countries.

Total IBRD and IDA commitments in FY 1991 had the following sectoral composition:

Table 3:

Sector	U.S. Dollars (Millions)	Percent of Total
Agriculture and Rural Development	3,707.3	16.3
Development Finance Companies	1,851.8	8.2
Education	2,251.7	9.9
Oil, Coal and Gas	1,730.2	7.6
Power	1,344.0	5.9
Industry	1,983.0	8.7
Nonproject	2,821.9	12.4
Population, Health, Nutrition	1,567.6	6.9
Public Sector Management	641.7	2.8
Small Scale Enterprises	211.0	0.9
Technical Assistance	366.7	1.6
Telecommunications	339.8	1.5
Transportation	1,388.0	6.1
Urban Development	1,255.4	5.5
Water Supply and Sewerage	1,225.4	5.4
Total	22,685.5	

Projects approved by the IBRD and IDA during FY 1991 had the following regional distribution:

Table 4:

Region	Projects	U.S. Dollars (Millions)	Percent of Total
Sub-Saharan Africa	77	3,394.2	14.96
Asia	62	7,490.0	33.02
Europe, Middle East and Northern Africa	46	6,563.7	28.93
Latin America and Caribbean	44	5,236.7	23.08
Total	229	22,684.6	

International Finance Corporation

The IFC assists the economic development of its borrowing member countries by making loans to and equity investments in productive enterprises in the private sector; matching investment opportunities with domestic and foreign private capital and experienced management; helping to develop local and regional capital markets; and promoting privately owned development finance corporations. The IFC also provides clients with financial services and provides advice and technical assistance to governments on capital market development and attracting foreign investment.

The IFC approved \$1.54 billion for 152 projects in 46 countries during FY 1991, a 2.6 percent increase from the \$1.5 billion and 122 projects of the previous year. The number of companies in which IFC held investments rose from 495 to 547 by the end of FY 1991. The IFC also approved \$1.3 billion in syndicated loans and underwrote debt and securities of \$33 million.

Multilateral Investment Guarantee Agency

The Multilateral Investment Guarantee Agency (MIGA) encourages equity investment and other direct investment flows to developing countries through the mitigation of noncommercial investment barriers. To carry out this mandate, MIGA offers investors guarantees against noncommercial risks; advises developing member governments on the design and implemen-

tation of policies, programs and procedures related to foreign investments; and sponsors a dialogue between the international business community and host governments on investment issues. MIGA commenced operations in the latter half of 1989. Countries must be members of the World Bank to qualify for membership (Switzerland is the only exception to this requirement).

International Monetary Fund

The International Monetary Fund (IMF), a UN specialized agency, provides a permanent forum for its members to cooperate on international monetary policies in order to promote sustainable growth in the world economy. IMF membership is a prerequisite to membership in the World Bank. In 1991 Mongolia and Albania joined the IMF, and Switzerland's application was approved (pending domestic ratification).

The United States strongly supports the IMF and its central role in the international financial system. IMF activities complement a key U.S. foreign policy objective: maintaining a stable, open world trade and payments system. The IMF is also expected to play a leading role in promoting market-oriented reforms in the new states of the former Soviet Union and in Eastern Europe, in addition to assisting less developed debtor countries in other regions of the globe.

Under a strengthened international debt strategy endorsed in 1989, the IMF renewed its efforts to help debtor nations pursue market-oriented policies by supporting debt and debt service reduction operations negotiated between commercial bank creditors and reforming debtor countries. Particular emphasis has been given to measures to encourage new foreign investment and repatriation of flight capital. To date, nine countries (Mexico, the Philippines, Costa Rica, Chile, Venezuela, Uruguay, Morocco, Nigeria and Argentina) have negotiated IMF arrangements with special Fund resources to support debt and debt service reduction operations.

Fund disbursements and commitments increased significantly in 1991 in response to rising demands on IMF resources to support economic adjustment efforts and the economic effects of the Gulf War-related jump in oil prices. New loan commitments rose from \$3.1 billion in 1990 to \$11.2 billion in 1991. Drawings on IMF resources totaled \$10.1 billion in 1991, compared to \$5.8 billion in 1990. The IMF's net outstanding credit also increased over this period (from \$28.2 billion to \$32.1 billion). Continuing adjustment efforts among IMF members, as

well as the entry of the former Soviet Union republics, are expected to keep demand for Fund resources at a high level in coming years.

The IMF adopted a series of modifications to its lending policies in November 1990 to respond to the financial effects of the Persian Gulf crisis. This included a temporary provision allowing members to draw on IMF resources to offset the effects of increased oil import costs. This provision disbursed over \$3 billion in timely balance of payments assistance to 15 members during 1991.

Arrears to the Fund grew in the 1980s, totaling over \$4 billion in late 1990. At its May 1990 session, the Interim Committee endorsed a strengthened arrears strategy to reward sound economic performance and discourage accumulation of arrears. Under the new approach, an existing arrears country was able to earn "rights," based on sustained economic performance under a Fund-monitored program, toward extraordinary financing to settle its arrears. Strengthened remedial measures included suspension of voting and representation rights of members who did not fulfill their Fund obligations. IMF arrears growth has slowed significantly since the initiation of this new strategy.

World Health Organization (WHO)

The World Health Organization (WHO), based in Geneva, was established in 1948 with the objective of "the attainment by all peoples of the highest possible level of health." Its membership increased in 1991 to 170 with the admission of the Marshall Islands, Micronesia, Lithuania and Latvia. Tokelau was admitted as WHO's only associate member.

During 1991 the U.S. Government continued its cooperation with WHO on numerous technical and administrative issues. There were more Americans than any other nationality in professional staff positions. Senior posts filled by Americans included those of Assistant Director General for Communicable Diseases, Director of the Global Program on AIDS and Legal Counsel. The United States provided the largest share of the WHO regular budget, and the largest amount of voluntary contributions.

U.S. Representatives participated in meetings of the World Health Assembly, the 31-member Executive Board, the Board's 12-member Program Committee (all in Geneva); regional committees for the Americas (in Washington), the Western Pacific (in Omiya, Japan), and Europe (in Lisbon); and the 16-member

Governing Council of the International Agency for Research on Cancer (in Lyon). U.S. officials also participated in meetings of the management committees of the major voluntarily funded programs, including the Global Program on AIDS.

World Health Assembly

The World Health Assembly (WHA) meets annually. The U.S. Delegation to the 44th WHA, held in Geneva on May 6-17, was headed by Dr. Louis W. Sullivan, Secretary of Health and Human Services. In a speech to the Assembly plenary, Secretary Sullivan gave strong emphasis to child health and survival, describing children as "the world's most precious resource." He urged delegates to help promote changes in personal behavior and life-style that can achieve the benefits of good health, citing his own efforts in the United States to eliminate tobacco use. In addition, the Secretary said the United States would be a full participant in the effort to advance the Children's Vaccine Initiative launched at the 1990 UN World Summit on Children.

Health Issues

Paradigm for Health. At meetings of both the Executive Board and the Assembly, WHO Director General Hiroshi Nakajima (Japan) reiterated his interest in development of a WHO "paradigm" for health. This would be a new philosophical rationale for WHO's work compatible with the established goal of promoting "health for all by the year 2000." Dr. Nakajima said progress toward that goal was being diverted by dramatically declining resources, political upheaval, war and civil strife, as well as the AIDS pandemic, outbreaks of cholera, and natural disasters such as earthquakes and floods. A number of delegates raised questions about the ultimate goal of Dr. Nakajima's proposal, and the Executive Board in May 1991 asked that the "paradigm" be fleshed out for consideration by the Board at a later time.

AIDS. WHO's Global Program on AIDS (GPA) received growing attention during 1991 as public and professional awareness of the vast dimensions of the pandemic became more apparent. Dr. Michael Merson (U.S.), the GPA director, said the most recent estimate was that by the year 2000, some 40 million men, women and children will be infected with the HIV virus, and about half of those will have developed AIDS. He said AIDS could not be viewed solely as a health problem, but required a multisectoral response from many sectors and organizations in each country.

The Global Management Committee, consisting of donors and others elected to determine policy for GPA, authorized an external review committee to make recommendations for improvements in its operations. The study focused on the need to increase the attention given the pandemic by individual governments, and the need for multisectoral collaboration, both at the country level and among intergovernmental agencies. After receiving an executive summary of the review, the GMC in November established its own working group to study the recommendations in more detail.

The UN General Assembly in December adopted a resolution (Resolution 46/203) which noted with appreciation the established leadership and coordinating role of WHO, as well as efforts of other agencies, in combating the spread of AIDS. The resolution urged member states give attention to many aspects of the AIDS problem, including safer sexual practices, blood supply, discrimination against those affected by AIDS and HIV, the need for a multisectoral response, and need for mobilization of additional resources to deal with the problem.

Tobacco. The WHA adopted by consensus a resolution (WHA44.26) proposed by the Board which urged member states ban smoking in public conveyances where protection against involuntary exposure to tobacco smoke could not be assured, and urged WHO collaborate with ICAO in developing guidelines for a "smoke-free travel environment in all types of public conveyances." The Assembly did not accept a resolution which asked for assistance to developing countries dependent on tobacco production as a major source of income. The United States, among others, felt that this draft resolution would have undercut WHO's antismoking efforts; when Director General Nakajima offered to present the views expressed in the debate to ECOSOC and the WHO Executive Board, the proposal was withdrawn.

Cholera. The cholera epidemic, especially in Latin America, was discussed by the Assembly at length. The U.S. Delegation said the breakdown of the basic sanitation infrastructure during economic difficulties of the 1980s may have facilitated spread of the disease. The consensus was that the cholera problem would continue until water supply and sanitation improvements were implemented in the affected countries.

A resolution (WHA44.6) cosponsored by 60 countries called for immediate reporting of cholera cases, continuation of the search for a cholera vaccine, and establishment of a "global task force on cholera control." The resolution also asked member

states not to impose restrictions on the import of products from affected countries when the restrictions could not be justified.

Tuberculosis. The Assembly discussed the relationship between tuberculosis and HIV infection, and expressed concern that there were three million tuberculosis deaths and eight million new cases annually throughout the world. Resolution WHA44.8 urged member states give high priority to tuberculosis control as an integral part of primary health care, especially in light of the HIV pandemic, and proposed global targets for detection and cure of tuberculosis cases.

Chernobyl Center. The Assembly approved by consensus a request by the Soviet Union that WHO establish a program, funded with voluntary contributions, to mitigate the health effects of the nuclear accident at Chernobyl, including an international center. (Resolution WHA44.36.) The U.S. Delegation noted general support for the study of the health effects of the accident, but expressed caution and concern about the budget for the center, its proposed location in Obninsk, and the need to keep any WHO commitment under continuing review in light of apparent political instability in the Soviet Union.

Other Topics. The Assembly also addressed nutrition, maternal and child health, acute respiratory infections, human organ transplants, traditional medicine, leprosy, guinea worm disease, the children's vaccine initiative, malaria, and health strategies in the face of rapid urbanization.

Administrative and Budgetary Issues

Adoption of the Budget. In its main topic of business, the Assembly adopted a new biennial program budget, covering 1992–1993, of \$734,936,000, a nominal increase of 12.42 percent over the 1990–1991 budget of \$653,740,000. Revisions in budget calculations during the Assembly, strongly promoted by the U.S. Delegation, reduced the nominal growth from 16.83 to 12.42 percent, and cut the increase in total assessments from 21.19 to 15.97 percent. The new budget contained no real growth; cost increases of 10.05 percent and exchange rate fluctuation accounted for all the nominal growth.

The main reason for the change in the budget level at the Assembly was the recalculation of the budget at a different exchange rate between the U.S. dollar and Swiss franc. The budget originally had been calculated at a rate of 1.30 Swiss francs to the U.S. dollar. Under prodding from the U.S. Delegation, the WHO Secretariat agreed to take advantage of improvements in the exchange rate and calculated the budget at 1.49 Swiss francs

to the U.S. dollar. The effect was to bring down the overall level of the budget by \$28.8 million. WHO also recalculated the casual income (or miscellaneous income) available to help finance the budget. Rather than \$22 million originally estimated, the amount available was \$24,929,000, and this reduced assessments overall.

After 8 days of review of the proposed budget, the U.S. Delegation repeated efforts at reductions in very large programs dealing with publications and administration, including attempts to secure a commitment for WHO staff to use a more economical class of air travel. The Delegation said that even after the sizeable budget reduction resulting from the exchange rate recalculation, the overall budget level was still very high. The final vote in committee was 93 (U.S.) to 10, with 1 abstention. Dr. Nakajima said that he would take into account the fact that there had not been consensus on the budget, and that he continued to be concerned with budgetary and financial management issues. He observed that most interventions by delegations were laments that not enough money was in individual program lines of the budget, but virtually no one had proposed any places for cuts. In the end, the budget was approved in plenary by consensus. (Resolution WHA44.35.)

For the United States, the gross assessment established for 1992–1993 was \$201,194,250. The United States received a credit of \$12,750,000 for the tax equalization fund, and \$137,560 from the incentive payment scheme. This left the net U.S. assessment at \$188,306,690, or \$94,153,345 in each year of the biennium.

Incentive Payment Scheme. In a related question, the U. S. Delegation proposed that the Assembly not apply the new incentive payment scheme to the new 1992–1993 budget. Under the scheme, interest earnings on assessments paid to WHO would be distributed to member states according to the timing of their payments. Those who paid early would receive a larger share of the interest earnings, while those who paid late would receive little or no interest earnings. The United States had argued against adoption of the scheme in 1988, saying it appeared to punish many countries which could not pay earlier, either because of legislative systems which prevented earlier payment (as in the United States) or because they were too poor to pay. The U.S. Delegation also argued that the WHO scheme improperly covered interest earnings on income not related to payment of assessments, and that this money legitimately belonged to all member states.

At the Assembly, a few countries supported the U.S. request for postponement of the implementation of the scheme, but a large number of Western countries strongly argued for the scheme's immediate application. Germany proposed that the U.S. proposal was an important question requiring a two-thirds majority vote, and the committee considering the issue agreed, by a vote of 60 to 18 (U.S.), with 11 abstentions. The proposal to defer application of the incentive payment scheme then was defeated by a vote of 28 (U.S.) to 52, with 8 abstentions. The issue was not considered in the plenary.

Currency Fluctuation. The United States also opposed a proposed increase in the exchange rate facility for 1990–1991. The 1989 Assembly had approved a facility of \$31 million, against which WHO could draw in order to implement programs at their authorized level in the event exchange rate changes diminished the availability of funds.

WHO proposed another \$31 million facility for the 1992–1993 biennium, which the U.S. Delegation supported (Resolution WHA44.14), but it requested a \$12 million increase in the facility for 1990–1991 because of serious exchange rate losses WHO had suffered. The United States argued that the \$31 million originally provided for 1990–1991 had been reasonable, and that any exchange rate losses above \$31 million would need to be absorbed by WHO. In the end, the committee voted to approve the extra \$12 million appropriation, by a vote of 42 to 6 (U.S.), with 13 abstentions. (Resolution WHA44.13.)

Members in Arrears. The Assembly voted to deny the vote, beginning at the 1992 Assembly, to 13 countries that in May 1991 were more than 2 years in arrears in their payments to WHO. This was a reversal of the position of the previous 2 years, when the Assembly had refused to apply the WHO rule on suspension of the vote. Western countries spoke persuasively about the need to apply sanctions. The U.S. Delegation pointed out that the WHO rule, allowing an extra year before suspension of the vote went into effect, was more liberal and flexible than policies applied in the UN General Assembly and many other agencies.

The committee decided to suspend the vote for the 13 countries, by a vote of 42 (U.S.) to 13 opposed, with 10 abstentions. The positive votes surpassed the required two-thirds majority of 37. In plenary, the suspension was approved by a vote of 70 (U.S.) to 24, with 31 abstentions. The required two-thirds majority was 63. (Resolution WHA44.12.)

Planning for 1994–1995. In July the 12-member Program Committee of the Board reviewed guidance prepared by the Director General for the next biennial budget, covering 1994–1995, and agreed upon a planning ceiling for the budget. Although the 1992–1993 budget adopted only several weeks earlier had contained cost increases of 10.05 percent, Director General Nakajima proposed an increase for 1994–1995 of 12 percent. The Committee agreed. The U.S. member of the Board, Dr. James O. Mason, said the U.S. position was that the ceiling should be placed at 9 percent.

At year's end, prospects for receiving payments of assessments assigned to the former Soviet Union and Yugoslavia were increasingly bleak, and Dr. Nakajima instructed his staff to withhold implementation of about 10 percent of the authorized program activity for 1992–1993 so that WHO did not overspend its budget.

Setting Priorities. Results of a 2-year study on the setting of priorities for WHO programs was presented to the Board at its January meeting. The United States had been instrumental in having the study initiated and played a key role in shaping the Board's resolution (EB87.R25). The key U.S. objective was to ensure meaningful participation by WHO governing bodies in the review and setting of priorities for the regular budget. After extended debate, the Board agreed with criteria set out in the document and urged they be applied at the global, regional and country levels. In July the Program Committee also discussed at length the manner of shifting allocations of resources within the budget to meet changing health needs and increasingly limited resources.

Political Issues

Iraq Invasion of Kuwait. The WHO Executive Board was in session in January at the outbreak of the offensive to push Iraqi forces out of Kuwait. Iraq's member of the Board requested a new agenda item on the impact on the health of the Iraqi people of the UN Security Council's resolution imposing an embargo on Iraq. The U.S. Delegate, objecting to the proposed agenda item, told the Board there was no action that could be taken by the WHO Executive Board which would contribute to the saving of lives in Iraq. If there was a problem with food or medical supplies, he said, Iraq had it within its power to invite a representative of the UN Secretary General to visit Iraq and determine the extent of the need, but Iraq had not done so. In any event, WHO had no authority to act in a manner inconsistent with the Secu-

rity Council decision. The full Board then rejected the Iraq request for an agenda item on the embargo by a vote of 3 to 11 (U.S.), with 8 abstentions.

The Assembly in May adopted by consensus a resolution (WHA44.32) which, *inter alia*, urged member states "take action to alleviate the heavy burden being carried by countries neighboring Iraq by improving the delivery of health care to refugees and displaced people, including preventive and hygienic measures." In private talks the Iraqi Delegation attempted unsuccessfully to have all references to Iraq removed.

In the course of the year, WHO staff engaged extensively in analyses of the health situations in both Iraq and Kuwait. Director General Nakajima issued a press release in January contending the Iraqi discharge of oil into the Gulf was an environmental disaster of unprecedented proportions, and appealing to all governments concerned to pursue every effort to mitigate the effects on health of the oil spill.

WHO coordinated delivery of basic health emergency kits to Kuwait early in the year, and issued an appeal for health assistance to Kuwait. From the outset of the atmospheric pollution following the Iraqi torching of Kuwaiti oil wells, WHO joined with WMO and UNEP in efforts under a UN Interagency Environmental Action Plan for the Gulf Region. WHO's work focused on health problems related to air pollution, drinking water, waste water management, solid and hazardous wastes and food safety. A Human Exposure Assessment Locations (HEAL) project was initiated, in cooperation with the U.S. Environmental Protection Agency (EPA), to monitor air pollutants.

Occupied Territories. More than 30 countries introduced a resolution on health conditions in the occupied territories that was basically the same as that adopted, over U.S. opposition, in 1990. The text criticized Israeli handling of health issues in the occupied territories. Western countries argued the text was much improved, but U.S. and Israeli Delegates argued it was worsened by insertion of references to UN General Assembly resolutions irrelevant to WHO, and of one reference to "Palestine." The U.S. Surgeon General, Dr. Antonia C. Novello, told the Assembly:

It serves no useful purpose for the World Health Assembly to adopt a resolution that is provocative and antagonistic in political terms at a time when serious efforts are underway meant to achieve a resolution of problems in the occupied territories and in the surrounding area.

In the end, 8 of the 12 European Community countries cosponsored the resolution, and the text was adopted in committee by a vote of 92 to 2 (U.S., Israel), with 8 abstentions. In plenary, it was adopted 102 to 2 (U.S., Israel), with 10 abstentions. (Resolution WHA44.31.) The Israeli Representative told the plenary afterward that because of Israel's disagreement with the resolution, "Israel is taking stock of its relations with WHO and will shortly communicate its feelings to the Director General." There was no further public communication on the point during the year.

PLO Membership. In 1989 and 1990, the Assembly had defeated efforts by the PLO to obtain membership in WHO on behalf of the "state of Palestine." The 1990 Assembly provided for indefinite deferral of action, leaving to the judgment of the Director General the question of whether and when the issue should be resubmitted to the Assembly. Nevertheless, at the outset of the 1991 Assembly, Western countries understood that several Arab states planned to introduce another resolution on the subject, either asking the Director General to continue his studies or calling for a specific report to the 1992 Assembly. U.S. Delegates privately worked to prevent a text from being introduced.

In the end, there was no resolution on this issue. The only mention of the subject came in a letter to the Director General from the chairman of the council of Arab health ministers, which said the council had met and "noted the right of Palestine to become a member of WHO, . . . took note of the willingness of Palestine to postpone the consideration of this matter to a future session of the World Health Assembly," and asked the Director General to report to the Assembly "at an appropriate time." There was no public discussion of the letter.

Southern Africa. The Assembly adopted by consensus a resolution (WHA44.39) calling for health assistance to states in southern Africa. After years of contentious dialogue in the Assembly concerning the role of South Africa, the 1991 Assembly provided a dramatic change of tone, including a paragraph in its resolution which noted "positive developments in South Africa, which may lead to a just solution of the social and health problems of the country and the subregion."

Procedural Issues

The Executive Board recommended the Assembly amend the rules of procedure regarding the roll call vote, which tended to consume more than 30 minutes each time it was employed.

Rather than permit this device to be invoked by a single delegate acting alone, as under existing rules, the Board recommended the roll call vote be used only if a majority of the committee or the plenary had agreed. The Western group supported the proposal, largely because it had been extensively abused by Cubans, Soviets and others in the World Health Assembly. By a vote of 55 to 19 (U.S.), with 6 abstentions, the committee decided that the change of the rule was an important question requiring a two-thirds majority vote. The proposed change was then defeated 24 (U.S.) to 54, with 5 abstentions.

The Assembly adopted a new rule allowing the one-and-a-half day "technical discussions," addressing a selected topic each year, to be held only in alternate years when the budget was not under review. The long technical discussions were seen by the Board as excessively extending the workload of the Assembly. The Assembly agreed, reversing a decision taken 7 years earlier that the technical discussions should continue on an annual basis. (Resolution WHA44.30.)

The Assembly also approved a Board proposal intended to prevent new resolutions being introduced at the Assembly on technical topics not previously reviewed by the Board or thoroughly discussed by the Assembly. This was recommended by the Board in order to limit the practice of many countries of appearing at the Assembly with a resolution on a discrete technical topic not on the agenda and not the subject of a discussion document which fleshed out issues for careful consideration. (Resolution WHA44.30.)

The U.S. Delegation to the Executive Board, expressing concern about the sizeable cost of the annual Assembly, raised the possibility of holding Assemblies every other year instead of annually. The Assembly had rejected a proposal to make such a shift in the early 1980s and it was quickly apparent there was no support for a shift to biennial Assemblies in the 1990s either. The U.K. member of the Board said firmly he hoped the issue would not be reopened, and the French Board member said flatly that the "time is wrong." The issue was not pursued.

The U.S. Delegation to the January Board meeting praised the WHO regional committee for Europe for institutionalizing the idea of a search committee prior to election of the regional director. All other WHO regional groups had rejected the idea, but the U.S. Delegation noted that the concept had been praised in a recent paper about the UN system prepared for the Ford and Hammar skjold foundations. The United States recommended

that the concept of a search committee be applied to all elective posts in WHO. The Board took no action on the proposal.

Pan American Health Organization

The 35th meeting of the Directing Council of the Pan American Health Organization (PAHO), which also serves as the regional committee of WHO for the Americas, met in Washington from September 23–27. The meeting was dominated by discussion of the proposed PAHO budget for 1992–1993. For the first time in many years, the U.S. Delegation voted against the PAHO appropriation resolution.

Several weeks before the meeting of the 38-member Council, U.S. officials met with PAHO to discuss ways of limiting the increase in the budget. The United States proposed creation of a special fund to be used to offset possible exchange rate losses. Creation of the fund—for example, at the level of \$5.9 million—would have lowered nominal growth in the PAHO effective working budget from 17.3 percent over the 1990–1991 budget to 12.75 percent, while still permitting PAHO to implement the program at the level it proposed.

PAHO's Secretariat presented the proposed special fund to the Council, and the U.S. Delegation praised the effort, saying PAHO had undertaken many laudable efforts to hold down the budget, the new resolution made good management sense, and the new special fund should be considered a resource outside the regular budget. However, PAHO Director Carlyle Guerra de Macedo (Brazil) told the Council the budget had been developed on the basis of a 17.3 percent nominal increase, that this had not been changed, and that the \$5.9 million special fund for potential exchange rate losses had to be considered part of the budget. In the course of a 3-hour public discussion, the U.S. Delegation said this was an unacceptable interpretation, that the United States could not vote in support of a budget with nominal growth of 17.3 percent, which was possibly the highest growth rate of any agency in the UN system in 1991. The budget was then adopted by a vote of 24 to 1 (U.S.), with 4 abstentions.

In a later review of the Council meeting by the nine-member PAHO Executive Committee, the U.S. Delegation expressed surprise that for the first time in memory a biennial budget had been adopted without Council review of the contents. Although the Council had debated the financing provisions of the budget at length, it had never opened the 460-page budget book for the customary review of how the money would be spent, program by program, and country by country. Dr. Macedo said this had been inadvertent and would not happen again.

The budget adopted by the Council for 1992–1993 had an “effective working budget” of \$146,603,000 and a “total program budget” of \$152,576,000. The U.S. assessment, which amounted to 60.96 percent of the budget in 1992, and 60.24 percent in 1993, was set (after adjustments for the tax equalization fund) at \$44,378,032 for 1992 and \$43,885,182 for 1993.

The Director of the WHO GPA program presented the Council with a sobering report on AIDS, stressing that the global pandemic was only in its initial stages and urging governments not to be complacent. The Council also debated and adopted resolutions on cholera, polio eradication, drinking water and sanitation, maternal and child health, and women’s health and development.

PAHO presented the Council with a report on efforts taken to locate a site for construction of a new PAHO headquarters building. Although progress toward a new building had been authorized in 1990, a number of delegations raised concerns about the proposal. The PAHO Chief of Administration said PAHO was leasing too much space in downtown Washington at too great an expense, and thus was looking at suburban locations, especially in Bethesda, Maryland. He said a new structure was needed containing a major meeting hall with interpretation facilities and that the current building probably would be sold or leased to the U.S. Government for the use of the Department of State.

International Agency for Research on Cancer

Dr. Lorenzo Tomatis (Italy) was reelected Director of the International Agency for Research on Cancer (IARC) at the meeting of the 16-member IARC Governing Council, held at its headquarters in Lyon, France, on May 2–3. Dr. Tomatis, finishing a second 5-year term, was elected to serve 2 additional years.

The Council then established a search committee to begin work immediately to encourage candidates to apply to replace Dr. Tomatis in 1993 and later to develop qualitative information about the candidates that would go beyond what is volunteered in the traditional curriculum vitae. Almost every delegation voiced strong support for the establishment of the committee. WHO and IARC staff members present expressed reservations about the concept, but the Council unanimously approved the proposal. The Council also authorized a working group to continue efforts to rethink the IARC role, its program priorities and its budget structure.

The Council adopted an IARC budget of \$32,487,000 for 1992–1993, following extensive revisions and negotiations. The

budget for 1992 was \$15,698,000, financed by \$1.5 million from the Governing Council Special Fund and \$14,198,000 in assessments on member states. The portion for 1993 was \$16,789,000, financed by \$500,000 from the Special Fund and \$16,289,000 in assessments. The nominal increase of the biennial budget over that of 1990–1991 was 24.34 percent. Of this amount, 5.35 percent constituted real growth, acceptable to Council members because it was attributable to the initial contributions of two new members, Denmark and Switzerland. The nominal increase also included a 14.41 percent cost increase and a 4.58 percent for exchange rate fluctuation. The U.S. share of the assessment is 8.99 percent. The assessment set for 1992 was \$1,276,454, and for 1993 \$1,464,443.

Throughout the discussion, the U.S. Delegation urged further economies in the budget. As a result of U.S. interventions, the nominal increase was cut from the 33.46 percent originally proposed to 24.34 percent. Program growth was cut in half, from the 10.7 percent proposed to 5.35. The amount attributable to exchange rate losses was cut from the 8.35 percent proposed to 4.58. The increase in the overall assessments was cut from the original proposal of 28.26 percent to 18.97 percent, and the increase in the U.S. assessment was cut from 17.69 percent to 4.68.

Nevertheless, the U.S. Delegation said the combined increases for costs and exchange rate losses were still too high and that it could not accept a combined increase for these factors higher than what was being proposed for the same budgetary period by WHO. That increase was then expected to be about 14 percent, while the IARC proposal for these factors amounted to an increase of 18.99 percent. IARC staff said the U.S. comparison was unfair, because it used the global WHO increase figure rather than the individual figures for increases at WHO's offices in Geneva and Copenhagen, expected to be 24 and 28 percent, respectively. Other Council members said the U.S. proposal had the effect of eliminating program growth the Council had agreed was acceptable because of the addition of two new members. In the end, the vote to approve the budget was 13 to 2 (U.S., U.S.S.R.), with 1 (Japan) abstention.

The Council also approved an increase in the exchange rate facility, designed to protect the program against currency losses. The original proposal was for an increase in the biennial facility from \$2 million in the 1990–1991 biennium to \$4 million in 1992–1993. The U.S. Delegation opposed the change, pointing out that the United States planned to oppose a 40 percent increase in the

exchange rate facility at the World Health Assembly the following week, and, under the circumstances, could not support a 100 percent increase at IARC. The Secretariat, after extended discussion, said it could live with an increase of only \$1 million, but the U.S. Delegation opposed that as well. The vote to approve the facility was 13 to 3 (U.S., U.S.S.R., Switzerland).

World Intellectual Property Organization (WIPO)

The World Intellectual Property Organization (WIPO) was established by a convention signed at Stockholm in 1967, which entered into force in 1970. The United States is a party to the convention, which has 127 member states. WIPO is the principal international organization responsible for promoting the protection of intellectual property, which comprises two elements: copyrights (mainly literary and artistic works) and industrial property (mainly patents on inventions, trademarks and industrial design). WIPO is also responsible for administration of 15 intergovernmental "Unions," each established by multilateral treaty. The two principal treaties are the Paris Convention of 1883 forming the International Union for the Protection of Industrial Property (103 members) and the Berne Convention of 1886 forming the International Union for the Protection of Literary and Artistic Works (90 members). The United States has been a party to the Paris Convention since 1887; it joined the Berne Convention in 1989.

The separate International Bureaus (which served as secretariats) for the Paris and Berne Conventions were united in 1893 under the name of the United International Bureaux for the Protection of Intellectual Property (BIRPI). Although BIRPI still has a legal existence for those states which are members of either one of the Unions but not WIPO, in practice it has been supplanted by the International Bureau, the WIPO Secretariat. WIPO became a specialized agency of the United Nations in 1974.

The International Bureau operates through a General Assembly and a Conference, both which meet in ordinary session biennially, at the same time. The principal administrative organs of the Paris and Berne Unions are the assemblies of each union, consisting of all the member states. The Paris and Berne Unions elect executive committees, and the joint membership of these two committees constitutes WIPO's Coordination Committee. All three committees meet annually and the WIPO Coordination Committee is entrusted with such tasks as implementation of

WIPO's biennial program and budget. As a member of the Paris Union Executive Committee, the United States continued as a member of the WIPO Coordination Committee. It also continued in 1991 as a member of the following WIPO organizations: the Assemblies of the Nice Union, Patent Cooperation Treaty Union, International Patent Classification Union and Budapest Union. In 1991 it belonged to the Budget Committee, Permanent Committee for Development Cooperation Related to Copyrights and Neighboring Rights, Permanent Committee on Industrial Property Information and Permanent Committee for Development Cooperation Related to Industrial Property. All of these bodies met in September at their biennial meetings of the WIPO Governing Bodies and adopted the program and budget of WIPO for 1992-1993.

One of the two basic objectives of WIPO is to promote the protection of intellectual property on a worldwide basis. To that end, WIPO encourages the conclusion of new international treaties and the harmonization of national laws; gives legal-technical assistance to developing countries; assembles and disseminates information on intellectual property; maintains international registration services in the fields of trademarks, industrial designs, and appellations of origin; and performs the administrative tasks for an international patent filing arrangement.

The second basic objective of WIPO is to ensure administrative cooperation among the unions. Centralizing the administration of the various unions in the International Bureau helps ensure economy both for the member states and for the private sector concerned with intellectual property.

Member unions contribute to six of the WIPO unions, known as the "Program Unions." WIPO's 1992-1993 biennial gross assessed budget for the Program Unions is 42,259,000 Swiss francs. The United States pays approximately 5.49 percent of the total assessed contributions.

Assistance To Developing Countries

WIPO activities in development cooperation regarding developing countries continued in 1991 in two committees composed of developed and developing countries, the WIPO Permanent Committee for Development Cooperation Related to Copyrights and Neighboring Rights and the WIPO Permanent Committee for the Development Cooperation Related to Industrial Property. The United States participates in both of these committees and supports most of their activities.

WIPO also continued to provide traineeships to officials from developing countries in the fields of industrial property and copyright. The U.S. Patent and Trademark Office participated by providing training in the industrial property field, as did the U.S. Copyright Office in the copyright field through its International Copyright Institute.

Patent Cooperation Treaty

A total of 49 countries have ratified or adhered to the Patent Cooperation Treaty (PCT) of 1990, including the United States. Under the PCT, U.S. citizens and residents may file an international patent application with the U.S. Patent and Trademark Office in Washington. The effect of the international application is the same as if national applications had been concurrently filed with national patent offices (including the European Patent Office) of those countries party to the PCT which the applicant designates. The international application is then subjected to a search of prior art by the U.S. Patent and Trademark Office, and the applicant then decides, on the basis of the international search report, whether it is worthwhile to pursue applications in the various countries designated. Since July 1987, the U.S. Patent and Trademark Office has also undertaken an international preliminary examination if the applicant requests it.

Brussels Satellite Convention

The United States has been since 1985 a party to the Convention Relating to the Distribution of Program-Carrying Signals Transmitted by Satellite (Brussels Satellite Convention). This convention obliges each contracting state to take adequate and effective measures to prevent the unauthorized distribution on or from its territory of any program-carrying signal transmitted by a nondirect broadcast satellite. While only a small number of countries are party to the convention, they include the predominant users of international satellite communications facilities. The United States continued in 1991 to encourage other countries to join the Brussels Convention, an important agreement with respect to piracy of satellite television signals.

Proposed Protocol to Berne Convention

WIPO convened the first session of the Committee of Experts on a Protocol to the Berne Copyright Convention in November. The proposed protocol is intended to clarify existing, or establish new, international norms under the Berne Convention to take account of the technological developments (e.g., computers) which affect copyright protection.

Registration of Audiovisual Works

The 1989 Treaty on the International Registration of Audiovisual Works is meant to facilitate enforcement of rights and increase the legal security in transactions relating to audiovisual works, and to contribute to the fight against piracy. It provides for establishment of an international register for applications and related materials concerning the exercise of rights in audiovisual works such as motion pictures and television programs, including in particular rights relating to their exploitation. Public access to elements entered into the international system is facilitated by publication in a timely gazette. A comprehensive database of rights owners is to be maintained from which WIPO will be able to provide information electronically to interested parties.

Patent Law Harmonization

Since 1984, the U.S. Patent and Trademark Office has participated in negotiations, held under the auspices of the World Intellectual Property Organization, on a treaty to harmonize national patent laws. These negotiations resulted in a draft patent law harmonization treaty, consisting of 39 articles and 13 rules covering many aspects of the patent laws. Some provisions in the draft treaty would require controversial changes in U.S. patent law, especially a proposal to adopt a first-to-file system.

The first phase of a Diplomatic Conference was held in June in the Hague to begin reviewing the proposed articles and rules. The review of the entire treaty was not completed, requiring another phase of negotiations which has not been scheduled yet. In the current draft of the treaty, the United States was being asked to make a number of substantive changes to its laws to a first-to-file system, automatic publication of applications and adoption of a patent term measured from the filing date. The United States maintained its long-standing position that it will not recommend adoption of these changes unless, on balance, the treaty offers advantages to U.S. industries.

World Meteorological Organization (WMO)

The World Meteorological Organization was formally established in 1950 as successor to the International Meteorological Organization, a nongovernmental organization founded in 1873. WMO is responsible for promoting international cooperation in collection, analysis and exchange of meteorological information,

and in the application of meteorology to such areas as aviation, shipping, agriculture and water resource management. Its major programs on weather, climate and water resources serve U.S. strategic and commercial interests, as well as a wide variety of human needs which depend upon timely and accurate exchange of meteorological information.

The WMO Congress, which consists of all members of the organization, meets every 4 years to review program activities, establish general policies and budgetary requirements, and conduct elections for officers of the organization and members of the Executive Council. The 11th Congress met May 1-23.

The Executive Council, a subsidiary body of the Congress, meets at least once a year to supervise implementation of programs approved by the Congress. It is composed of the president and 3 vice presidents of the organization, the 6 presidents of the regional associations, and 26 directors of national meteorological or hydrometeorological services who serve on the Council in their personal capacity for a 4-year term; there is a U.S. member on the Executive Council. The 43rd session of the Executive Council was held May 24-29, following the 11th Congress.

Program Activities

The World Weather Watch (WWW) facilitates the collection, processing and free exchange of meteorological data among its members. Its essential program elements have included the Global Observing System, the Global Data-Processing System and the Global Telecommunication System.

The 11th Congress decided that a Global Climate Observing System (GCOS) should also be established, based on existing or planned operational and research programs for observing the global environment. The Congress stressed that the GCOS should be built upon the Global Observing System and that the Global Telecommunication System would have to be enhanced to allow for timely exchange and global access to GCOS data. The second World Climate Conference in November 1990 had called for establishment of a GCOS to provide observations to monitor the climate system and detect climate change, support climatological applications for national economic development and support research towards improved understanding and prediction of the climate system.

The status of various operational satellite programs was presented to the 11th Congress by the Council's Panel of Experts on Satellites. In addition, the Congress discussed the Tropical

Cyclone Program (TCP) and praised its efforts, especially in the Caribbean.

The Congress expressed concern that commercial activities had the potential to undermine free exchange of meteorological data and products. It therefore requested the Executive Council establish a working group to study the problem associated with commercialization of meteorological products and services, and to recommend future policies. The Executive Council in its session immediately following the Congress established a working group to study the problem and identify measures to reinforce the principle of free and unrestricted international exchange of basic data and products between members.

The objective of the World Climate Program (WCP) is to assist members in understanding climate changes, and, where possible, to mitigate their adverse effects. The WCP was given additional coordination responsibilities in support of the newly created Global Climate Observing System. The Congress decided to reorganize the WCP into four components: the World Climate Data and Monitoring Program, the World Climate Applications and Services Program, the World Climate Impact Assessment and Response Strategies Program, and the World Climate Research Program.

The Climate Studies Fund, renamed the Special Trust Fund for Climate and Atmospheric Environment Activities at the Congress, has as its goal to initiate scientific activities which respond to current international needs, using extrabudgetary contributions over a limited period of time. The Congress reauthorized the Fund for at least 4 more years, and stated the Fund would provide major support towards improving observing systems. It also sought to ensure adequate participation of developing countries in international activities related to climate and environmental issues.

Such serious water problems as drought and major flood hazard have reinforced the need for efficient assessment, development and management of water resources. The Hydrology and Water Resources Program (HWRP) promotes worldwide cooperation in the evaluation and development of water resources through the coordinated establishment of hydrological networks and services, including data collection and processing, hydrological forecasting and warning, and supply of meteorological and hydrological data for planning purposes. WMO members were asked to support the International Conference on Water and the Environment, to be held in Dublin in January 1992. The

WMO is convening the Conference on behalf of UN agencies concerned with water matters.

Through the WMO Atmospheric Research and Environment Program, the organization seeks to promote a better understanding of the atmospheric environment and its processes. The Commission for Atmospheric Sciences (CAS) is responsible within the WMO for promoting and coordinating members' research efforts. The Global Atmosphere Watch (GAW), proposed by the 41st Executive Council, was reviewed. The Congress concurred with the actions of the Executive Council to develop the GAW as an early warning system to detect further changes in atmosphere composition and physical parameters of environmental importance. Although technical regulations governing the GAW were submitted, the Congress decided that member countries had insufficient time to consider them and authorized the Executive Council to approve the regulations on its behalf. The Congress expressed appreciation for the initiative of the Secretary General in calling a meeting of experts to assess the atmospheric pollution effects of raging oil well fires in Kuwait and to recommend requirements for increased monitoring of the meteorological and chemical composition of the atmosphere in the immediate and downwind regions. The resulting proposals formed the atmospheric component of the UN Interagency Plan of Action, in which U.S. scientists played a major role.

The 43rd Executive Council established an "emergency assistance fund" based on voluntary contributions to assist countries struck by national disasters, e.g., a tropical cyclone which devastated parts of Bangladesh in April. In a related matter, the Council also adopted rules and procedures for the use of this special fund to help replace destroyed meteorological and/or hydrological infrastructure.

The WMO established the Voluntary Cooperation Program (VCP) in 1967 at the initiative of the United States to provide equipment and training for developing countries to assist them in participating in the WMO's World Weather Watch and other programs. Without the VCP, many developing states would be unable to install costly weather monitoring equipment, so that valuable global meteorological data (currently used by the United States to support civil aviation, shipping and storm detection/warning) would be unavailable.

In 1991 total VCP expenditures amounted to about \$7.4 million, divided among provision of meteorological and hydrologi-

cal equipment (40 percent), training and education (25 percent), expert services (15 percent), climatological support (8 percent), meteorological telecommunications support (8 percent) and miscellaneous (4 percent). The U.S. in-kind contributions provided equipment, supplies and expert services to approximately 50 developing countries, and also supported major training courses in the United States on tropical storm meteorology, advanced satellite imagery interpretations and hydrological forecasting.

Financial Matters

The Financial Advisory Committee (FAC) in its report to the Congress recommended continued adherence to zero real growth of the budget. Some delegations supported the Secretary General's proposal of eight percent real growth maximum expenditure for 1992-1995, but several of the largest contributors (including the United States) were able to maintain the zero real growth policy in effect for the last 12 years. The FAC also recommended incorporating a full budgeting provision in setting 1992-1995 maximum expenditure ceilings for the organization.

The Congress approved in principle construction of a new WMO headquarters building in Geneva. It asked the Executive Council to define more accurately accommodation requirements for the new building and to approve on its behalf the results of negotiations between the Secretary General and the Swiss authorities.

Appendix 1



Address by President George Bush

Statement by President Bush before the 46th regular session of the UN General Assembly on September 23, 1991.

I am honored to speak with you as you open the 46th session of the General Assembly. I should first like to congratulate the outgoing President, Guido de Marco of Malta, and salute our incoming President, Samir Al-Shihabi of Saudi Arabia.

I also want to salute especially Secretary General Javier Perez de Cuellar, who will step down in just over 3 months. But let me say, Secretary General Perez de Cuellar has served with great distinction during a period of unprecedented change and turmoil and for almost 10 years we have enjoyed the leadership of this man of peace, a man that I, along with many members, feel proud to call friend, and so today let us congratulate our friend, and praise his spectacular service to the United Nations and to the people of the world, the Secretary General.

Let me also welcome new members in this Hall, two delegations representing Korea,

particularly our democratic friends, the Republic of Korea, the Republics of Estonia, Latvia and Lithuania, and new missions from the Marshall Islands and Micronesia.

Twenty years ago, when I was the Permanent Representative here for the United States, there were 132 UN members. Just 1 week ago, 159 nations enjoyed membership in the United Nations, and today the number stands at 166. The presence of these new members alone provides reason for us to celebrate.

My statement today will not sound like any you have heard from a President of the United States. I am not going to dwell on the superpower competition that defined international politics for half a century. Instead, I will discuss the challenges of building peace and prosperity in a world leavened by the cold war's end and the resumption of history.

Communism held history captive for years. It suspended

ancient disputes; and it suppressed ethnic rivalries, nationalist aspirations and old prejudices. As it has dissolved, suspended hatreds have sprung to life. People who for years have been denied their pasts have begun searching for their own identities, often through peaceful and constructive means, occasionally through factionalism and bloodshed.

This revival of history ushers in a new era, teeming with opportunities and perils. Let us begin by discussing the opportunities. First, history's renewal enables people to pursue their natural instincts for enterprise. Communism froze that progress until its failures became too much for even its defenders to bear, and now citizens throughout the world have chosen enterprise over envy, personal responsibility over the enticements of the state, prosperity over the poverty of central planning.

The UN Charter encourages this adventure by pledging to employ international machinery for the promotion of the economic and social advancement of all peoples, and I can think of no better way to fulfill this mission than to promote the free flow of goods and ideas. Frankly, ideas and goods will travel around the globe with or without our help. The information revolution has destroyed the weapons of enforced isolation and igno-

rance. In many parts of the world technology has overwhelmed tyranny, proving that the age of information can become the age of liberation, if we limit state power wisely and free our people to make the best use of new ideas, inventions and insights. By the same token, the world has learned that free markets provide levels of prosperity, growth and happiness that centrally planned economies can never offer.

Even the most charitable estimates indicate that in recent years the free world's economies have grown at twice the rate of the former communist world. Growth does more than fill shelves; it permits every person to gain, not at the expense of others but to the benefit of others. Prosperity encourages people to live as neighbors, not as predators. Economic growth can aid international relations in exactly the same way.

Many nations represented here are parties to the General Agreement on Tariffs and Trade (GATT). The Uruguay Round, the latest in the post-war series of trade negotiations, offers hope to developing nations, many of which have been cruelly divided, cruelly deceived, by the false promises of totalitarianism. Here in this hall, we hear about North-South problems. But free and open trade, including unfettered access to markets and credit, offers developing coun-

tries means of self-sufficiency and economic dignity.

If the Uruguay Round should fail, a new wave of protectionism could destroy our hopes for a better future. History shows all too clearly that protectionism can destroy wealth within countries and poison relations between them. Therefore, I call upon all members of GATT to redouble their efforts to reach a successful conclusion for the Uruguay Round. I pledge that the United States will do its part.

I cannot stress this enough: Economic progress will play a vital role in the new world. It supplies the soil in which democracy grows best. People everywhere seek government of and by the people, and they want to enjoy their inalienable rights to freedom and property and person. Challenges to democracy have failed. Just last month, coup plotters in the Soviet Union tried to derail the forces of liberty and reform, but Soviet citizens refused to follow. Most of the nations in this hall stood with the forces of reform, led by Mikhail Gorbachev and Boris Yeltsin, and against the coup plotters.

The challenge facing the Soviet peoples now, that of building political systems based upon individual liberty, minority rights, democracy and free markets, mirrors every nation's responsibility for encouraging peaceful, demo-

cratic reform, but it also testifies to the extraordinary power of the democratic ideal. As democracy flourishes, so does the opportunity for a third historical breakthrough, international cooperation. A year ago, the Soviet Union joined the United States and a host of other nations in defending a tiny country against aggression and opposing Saddam Hussein. For the very first time on a matter of major importance, superpower competition was replaced with international cooperation. The United Nations, in one of its finest moments, constructed a measured, principled, deliberate and courageous response to Saddam Hussein. It stood up to an outlaw who invaded Kuwait, who threatened many states within the region, who sought to set a menacing precedent for the post-cold war world.

The coalition effort established a model for the collective settlement of disputes. Members set the goal—the liberation of Kuwait—and devised a courageous, unified means of achieving that goal. Now, for the first time, we have a real chance to fulfill the UN Charter's ambition of working

. . . to save succeeding generations from the scourge of war . . . to reaffirm faith in fundamental human rights, in the dignity and worth of the human person, in the equal rights of men and women and of nations large and small . . .

to promote social progress and better standards of life in larger freedom.

Those are the words of the Charter.

We will not revive these ideals if we fail to acknowledge the challenge that the renewal of history presents. In Europe and Asia, nationalist passions have flared anew, challenging borders, straining the fabric of international society. At the same time, around the world many age-old conflicts still fester. We see signs of this tumult right here. The United Nations has mounted more peacekeeping missions in the last 36 months than during its first 43 years, and although we now seem mercifully liberated from the fear of nuclear holocaust, these smaller, virulent conflicts should trouble us all.

We must face this challenge squarely—first, by pursuing the peaceful resolution of disputes now in progress; secondly, and more importantly, by trying to prevent others from erupting. No one here can promise that today's borders will remain fixed for all time, but we must strive to ensure the peaceful, negotiated settlement of border disputes.

We also must promote the cause of international harmony by addressing old feuds. We should take seriously the Charter's pledge to practice tolerance and live together in peace with one another as good neighbors. UN General Assem-

bly resolution 3379 (XXX), the so-called "Zionism is racism" resolution, mocks this pledge and the principles upon which the United Nations was founded, and I call now for its repeal. Zionism is not a policy; it is the idea that led to the creation of a home for the Jewish people, to the State of Israel, and to equate Zionism with the intolerable sin of racism is to twist history and forget the terrible plight of Jews in the Second World War—and indeed throughout history. To equate Zionism with racism is to reject Israel itself, a member in good standing of the United Nations. This body cannot claim to seek peace and at the same time challenge Israel's right to exist. By repealing this resolution unconditionally the United Nations will enhance its credibility and serve the cause of peace.

As we work to meet the challenge posed by the resumption of history, we also must defend the Charter's emphasis on inalienable human rights. Government has failed if citizens cannot speak their mind, if they cannot form political parties freely and elect governments without coercion, if they cannot practice their religion freely, if they cannot raise their families in peace, if they cannot enjoy a just return from their labor, if they cannot live fruitful lives and at the end of their days look upon their achievements and their

society's progress with pride. Politicians who talk about democracy and freedom but provide neither eventually will feel the sting of public disapproval and the power of peoples yearning to live free.

Some nations still deny their basic rights to the people, and too many voices cry out for freedom. For example, the people of Cuba suffer oppression at the hands of a dictator who has not got the word, the lone holdout in an otherwise democratic hemisphere, a man who has not adapted to a world that has no use for totalitarian tyranny. Elsewhere, despots ignore the heartening fact that the rest of the world is embarked upon a new age of liberty.

The renewal of history also imposes an obligation to remain vigilant about new threats and old. We must expand our efforts to control nuclear proliferation. We must work to prevent the spread of chemical and biological weapons and the missiles to deliver them.

It is for this reason that I put forward my Middle East arms initiative, a comprehensive approach to stop and, where possible, reverse the accumulation of arms in that part of the world most prone to violence. We must remember that self-interest will tug nations in different directions, and that struggles over perceived interests

will flare sometimes into violence. We can never say with confidence where the next conflict may arise. And we cannot promise eternal peace—not while demagogues peddle false promises to people hungry with hope; not while terrorists use our citizens as pawns and drug dealers destroy our peoples. We, as a result, must band together to overwhelm affronts to basic human dignity. It is no longer acceptable to shrug and say that one man's terrorist is another man's freedom fighter. Let us put the law above the crude and cowardly practice of hostage-holding.

In a world defined by change, we must be as firm in principle as we are flexible in our response to changing international conditions. That is especially true today of Iraq. Six months after the adoption of Security Council resolution 687 (1991) and 688 (1991), Saddam continues to rebuild his weapons of mass destruction and to subject the Iraqi people to brutal repression. Saddam's contempt for UN resolutions was first demonstrated back in August 1990, and it continues even as I am speaking. His Government refuses to permit unconditional helicopter inspections, and right now is refusing to allow UN inspectors to leave inspected premises with documents relating to an Iraqi nuclear weapons program. It is the view of the United States that we must keep the UN sanctions in place as

long as he remains in power. This also shows that we cannot compromise for a moment in seeing that Iraq destroys all of its weapons of mass destruction and the means to deliver them. And we will not compromise.

This is not to say—let me be clear on this point—that we should punish the Iraqi people. Let me repeat: our argument has never been with the people of Iraq. It was, and is, with a brutal dictator whose arrogance dishonors the Iraqi people. Security Council resolution 706 (1991) created a responsible mechanism for sending humanitarian relief to innocent Iraqi citizens. We must put that mechanism to work. We must not abandon our principled stand against Saddam's aggression. This cooperative effort has liberated Kuwait. Now it can lead to a just government in Iraq. And when it does—when it does—the Iraqi people can look forward to better lives, free at home, free to engage in a world beyond their borders.

The resumption of history also permits the United Nations to resume the important business of promoting the values that I have discussed today. This body can serve as a vehicle through which willing parties can settle old disputes. In the months to come, I look forward to working with Secretary General Perez de Cuellar and his successor as we pursue peace in such diverse and trou-

bled lands as Afghanistan, Cambodia, Cyprus, El Salvador and Western Sahara. The United Nations can encourage free market development through its international lending and aid institutions. However, it should not dictate the particular forms of government that nations should adopt. It can, and should, encourage the values upon which the organization was founded. Together, we should insist that nations seeking our acceptance meet standards of human decency.

Where institutions of freedom have lain dormant, the United Nations can offer them new life. These institutions play a crucial role in our quest for a new world order, an order in which no nation must surrender one iota of its own sovereignty, an order characterized by the rule of law rather than the resort to force, the cooperative settlement of disputes rather than anarchy and bloodshed, and an unstinting belief in human rights.

Finally, you may wonder about America's role in the new world that I have described. Let me assure you, the United States has no intention of striving for a *pax americana*. However, we will remain engaged. We will not retreat and pull back into isolationism. We will offer friendship and leadership. In short, we seek a *pax universalis*, built upon shared responsibilities and aspirations.

To all assembled: We have an opportunity to spare our sons and daughters the sins and errors of the past. We can build a future more satisfying than any our world has ever known. The future lies undefined before us, full of promise, littered with peril. We can choose the kind of world we want: one blistered by the fires of war and subjected to the winds of coercion and chance,

or one made more peaceful by reflection and choice. Take this challenge seriously. Inspire future generations to praise and venerate you, to say, "On the ruins of conflict, these brave men and women built an era of peace and understanding. They inaugurated a new world order, an order worth preserving for the ages."

Good luck to each and every one of you.

Appendix 2



Principal Organs of the United Nations

General Assembly

The General Assembly is composed of all 166 members. They are:

Member	Date of Admission	Member	Date of Admission
Afghanistan	Nov. 19, 1946	Comoros	Nov. 12, 1975
Albania	Dec. 14, 1955	Congo	Sept. 20, 1960
Algeria	Oct. 8, 1962	Costa Rica	Nov. 2, 1945
Angola	Dec. 1, 1976	Cote d'Ivoire	Sept. 20, 1960
Antigua and Barbuda	Nov. 11, 1981	Cuba	Oct. 24, 1945
Argentina	Oct. 24, 1945	Cyprus	Sept. 20, 1960
Australia	Nov. 1, 1945	Czechoslovakia	Oct. 24, 1945
Austria	Dec. 14, 1955	Denmark	Oct. 24, 1945
Bahamas	Sept. 18, 1973	Djibouti	Sept. 20, 1977
Bahrain	Sept. 21, 1971	Dominica	Dec. 18, 1978
Bangladesh	Sept. 17, 1974	Dominican Republic	Oct. 24, 1945
Barbados	Dec. 9, 1966	Ecuador	Dec. 21, 1945
Belarus ¹	Oct. 24, 1945	Egypt	Oct. 24, 1945
Belgium	Dec. 27, 1945	El Salvador	Oct. 24, 1945
Belize	Sept. 25, 1981	Equatorial Guinea	Nov. 12, 1968
Benin	Sept. 20, 1960	Estonia	Sept. 17, 1991
Bhutan	Sept. 21, 1971	Ethiopia	Nov. 13, 1945
Bolivia	Nov. 14, 1945	Fiji	Oct. 13, 1970
Botswana	Oct. 17, 1966	Finland	Dec. 14, 1955
Brazil	Oct. 24, 1945	France	Oct. 24, 1945
Brunei Darussalam	Sept. 21, 1984	Gabon	Sept. 20, 1960
Bulgaria	Dec. 14, 1955	Gambia	Sept. 21, 1963
Burkina Faso	Sept. 20, 1960	Germany	Sept. 18, 1973
Burundi	Sept. 18, 1962	Ghana	Mar. 8, 1957
Cambodia	Dec. 14, 1955	Greece	Oct. 25, 1945
Cameroon	Sept. 20, 1960	Grenada	Sept. 17, 1974
Canada	Nov. 9, 1945	Guatemala	Nov. 21, 1945
Cape Verde	Sept. 16, 1975	Guinea	Dec. 12, 1958
Central African Rep.	Sept. 20, 1960	Guinea-Bissau	Sept. 17, 1974
Chad	Sept. 20, 1960	Guyana	Sept. 20, 1966
Chile	Oct. 24, 1955	Haiti	Oct. 24, 1945
China	Oct. 24, 1945	Honduras	Dec. 17, 1945
Colombia	Nov. 5, 1945	Hungary	Dec. 14, 1955
		Iceland	Nov. 19, 1946
		India	Oct. 30, 1945
		Indonesia	Sept. 23, 1950
		Iran	Oct. 24, 1945

1. On September 19, 1991, Byelorussian S.S.R. informed the United Nations that it had changed its name to Belarus.

Member	Date of Admission	Member	Date of Admission
Iraq	Dec. 21, 1945	Qatar	Sept. 21, 1971
Ireland	Dec. 14, 1955	Romania	Dec. 14, 1955
Israel	May 11, 1949	Russian Federation ²	Oct. 24, 1945
Italy	Dec. 14, 1955	Rwanda	Sept. 18, 1962
Jamaica	Sept. 18, 1962	Saint Kitts and Nevis	Sept. 23, 1983
Japan	Dec. 18, 1956	Saint Lucia	Sept. 18, 1979
Jordan	Dec. 14, 1955	Saint Vincent	
Kenya	Dec. 16, 1963	and the Grenadines	Sept. 16, 1980
Korea,		Samoa	Dec. 15, 1976
Dem. People's Rep.	Sept. 17, 1991	Sao Tome and Principe	Sept. 16, 1975
Korea, Republic of	Sept. 17, 1991	Saudi Arabia	Oct. 24, 1945
Kuwait	May 14, 1963	Senegal	Sept. 28, 1960
Laos	Dec. 14, 1955	Seychelles	Sept. 21, 1976
Latvia	Sept. 17, 1991	Sierra Leone	Sept. 27, 1961
Lebanon	Oct. 24, 1945	Singapore	Sept. 21, 1965
Lesotho	Oct. 17, 1966	Solomon Islands	Sept. 19, 1978
Liberia	Nov. 2, 1945	Somalia	Sept. 20, 1960
Libya	Dec. 14, 1955	South Africa	Nov. 7, 1945
Liechtenstein	Sept. 18, 1990	Spain	Dec. 14, 1955
Lithuania	Sept. 17, 1991	Sri Lanka	Dec. 14, 1955
Luxembourg	Oct. 24, 1945	Sudan	Nov. 12, 1956
Madagascar	Sept. 20, 1960	Suriname	Dec. 4, 1975
Malawi	Dec. 1, 1964	Swaziland	Sept. 24, 1968
Malaysia	Sept. 17, 1957	Sweden	Nov. 19, 1946
Maldives	Sept. 21, 1965	Syria	Oct. 24, 1945
Mali	Sept. 28, 1960	Tanzania	Dec. 14, 1961
Malta	Dec. 1, 1964	Thailand	Dec. 16, 1946
Marshall Islands	Sept. 17, 1991	Togo	Sept. 20, 1960
Mauritania	Oct. 27, 1961	Trinidad and Tobago	Sept. 18, 1962
Mauritius	Apr. 24, 1968	Tunisia	Nov. 12, 1956
Mexico	Nov. 7, 1945	Turkey	Oct. 24, 1945
Micronesia	Sept. 17, 1991	Uganda	Oct. 25, 1962
Mongolia	Oct. 27, 1961	Ukraine	Oct. 24, 1945
Morocco	Nov. 12, 1956	United Arab Emirates	Dec. 9, 1971
Mozambique	Sept. 16, 1975	United Kingdom	Oct. 24, 1945
Myanmar (Burma)	Apr. 19, 1948	United States	Oct. 24, 1945
Namibia	Apr. 23, 1990	Uruguay	Dec. 18, 1945
Nepal	Dec. 14, 1955	Vanuatu	Sept. 15, 1981
Netherlands	Dec. 10, 1945	Venezuela	Nov. 15, 1945
New Zealand	Oct. 24, 1945	Vietnam	Sept. 20, 1977
Nicaragua	Oct. 24, 1945	Yemen	Sept. 30, 1947
Niger	Sept. 20, 1960	Yugoslavia	Oct. 24, 1945
Nigeria	Oct. 7, 1960	Zaire	Sept. 20, 1960
Norway	Nov. 27, 1945	Zambia	Dec. 1, 1964
Oman	Oct. 7, 1971	Zimbabwe	Aug. 25, 1980
Pakistan	Sept. 30, 1947		
Panama	Nov. 13, 1945		
Papua New Guinea	Oct. 10, 1975		
Paraguay	Oct. 24, 1945		
Peru	Oct. 31, 1945		
Philippines	Oct. 24, 1945		
Poland	Oct. 24, 1945		
Portugal	Dec. 14, 1955		

2. On December 8, 1991, the Commonwealth of Independent States was established. The Russian Federation continued as an original member of the United Nations for the former U.S.S.R.

The 45th regular session of the General Assembly, which had been suspended December 21, 1990, was resumed April 29–May 17, 1991. In 10 resolutions the Assembly voted to: provide emergency assistance to Haiti (Resolution 45/257 B), and Costa Rica and Panama (Resolution 45/262); set date and venue of the 8th session of UNCTAD (Resolution 45/261); assist Bangladesh after the cyclone (Resolution 45/263); consider the restructuring and revitalization of the United Nations in the economic, social and related fields (Resolution 45/264); finance peacekeeping operations (Resolution 45/258); amend the staff regulations (Resolution 45/259); and finance UNIKOM (Resolution 45/260), UNTAG (Resolution 45/265) and MINURSO (Resolution 45/266). Three decisions were also adopted: appointment of UN Staff Pension Committee members (Decision 45/325 B), agenda (Decision 45/402 B) and conditions of service for JIU members (Decision 45/456).

The 45th General Assembly convened again on June 10, 21 and 28, August 27 and September 13 and 16 to consider financing ONUSAL (Resolution 45/267) and UNAVEM II (Resolution 45/269); UN Common and Pension systems (Resolution 45/268); appointment of ACABQ members (Decision 45/305); adoption of the agenda (Decision 45/402); apartheid (Decision 45/457); Cyprus (Decision 45/458); Iraq-Kuwait situation (Decisions 45/459, 45/460); and revitalization of the work of the General Assembly (Decision 45/461). The 45th UN General Assembly formally closed on September 16, 1991.

The 46th regular session of the General Assembly convened September 17, 1991, and was suspended December 20, 1991.

The Assembly elected Samir S. Shihabi (Saudi Arabia) as President and the Chairmen of the Delegations of Australia, Belize, Botswana, China, Ecuador, France, Guinea, Honduras, Italy, Malaysia, Myanmar, Oman, Qatar, Tanzania, Togo, Tunisia, Ukraine, U.S.S.R., United Kingdom, United States and Zaire as the 21 Vice Presidents.

The Chairmen of the seven Main Committees, on which each member may be represented, were:

First Committee (Political and Security)—Robert Mroziwicz (Poland)

Special Political Committee—Nitya Pibulsonggram (Thailand)

Second Committee (Economic and Financial)—John Burke (Ireland)

Third Committee (Social, Humanitarian and Cultural)—Mohammad Hussain Al-Shaali (United Arab Emirates)

Fourth Committee (Decolonization)—Charles S. Flemming (Saint Lucia)

Fifth Committee (Administrative and Budgetary)—Ali Sunni Muntasser (Libya)

Sixth Committee (Legal)—Pedro Comissario Afonso (Mozambique)

The General Committee (steering committee) is composed of the President, the 21 Vice Presidents and Chairmen of the seven Main Committees.

Security Council

The Security Council is composed of 5 members designated in the Charter as permanent and 10 members elected by the General Assembly for 2-year terms ending December 31 of the year given in the heading:

Permanent Members: China, France, Russian Federation, United Kingdom, United States

1991: Cote d'Ivoire, Cuba, Romania, Yemen, Zaire

1992: Austria, Belgium, Ecuador, India, Zimbabwe

On October 17, 1991, the Assembly elected Cape Verde, Hungary, Japan, Morocco and Venezuela as members of the Security Council for a 2-year term of office beginning January 1, 1992.

Trusteeship Council

The Trusteeship Council is composed of the United States (as administrator of a territory) and the other four Permanent Members of the Security Council (China, France, Russian Federation, United Kingdom).

The Trusteeship Council held its 58th session on May 3–14, 1991, and a resumed session on December 19, in New York. The 21st special session of the Trusteeship Council also met in New York on December 19.

Economic and Social Council

ECOSOC is composed of 54 members elected by the General Assembly for 3-year terms ending December 31 of the year given in the heading:

1991: Bahamas, Brazil, Cameroon, Czechoslovakia, Indonesia, Iraq, Italy, Jordan, Kenya, Netherlands, New Zealand, Nicaragua, Niger, Thailand, Tunisia, Ukraine, United States, Zambia

1992: Algeria, Bahrain, Bulgaria, Burkina Faso, Canada, China, Ecuador, Finland, Iran, Jamaica, Mexico, Pakistan, Romania, Russian Federation, Rwanda, Sweden, United Kingdom, Zaire

1993: Argentina, Austria, Botswana, Chile, France, Germany, Guinea, Japan, Malaysia, Morocco, Peru, Somalia, Spain, Syria, Togo, Trinidad and Tobago, Turkey, Yugoslavia

On November 4, 1991, the General Assembly elected Angola, Australia, Bangladesh, Belarus, Belgium, Benin, Brazil, Colombia, Ethiopia, India, Italy, Kuwait, Madagascar, Philippines, Poland, Suriname, Swaziland and the United States for terms beginning January 1, 1992.

ECOSOC held its organizational session for 1991 on January 30 and February 7 in New York. Its first regular session May 13–31 and a resumed session June 17–21 were held in New York; the second was convened in Geneva on July 2–26.

International Court of Justice

The International Court of Justice consists of 15 members elected by the General Assembly and Security Council for 9-year terms ending February 5 of the year shown in parentheses. The judges, listed in order of precedence, are:

Robert Y. Jennings, United Kingdom (2000), President

Shigeru Oda, Japan (1994), Vice President

Manfred Lachs, Poland (1994)

Taslim Olawale Elias, Nigeria (deceased Aug. 14, 1991);

Bola Ajibola, Nigeria (from Dec. 5, 1991) (1994)

Roberto Ago, Italy (1997)

Stephen M. Schwebel, United States (1997)

Mohammed Bedjaoui, Algeria (1997)

Ni Zhengyu, China (1994)

Jens Evensen, Norway (1994)

Nikolai K. Tarasov, Russian Federation (1997)

Gilbert Guillaume, France (2000)

Mohamed Shahabuddeen, Guyana (1997)

Andres Aguilar Mawdsley, Venezuela (2000)

Christopher G. Weeramantry, Sri Lanka (2000)

Raymond Ranjeva, Madagascar (2000)

Appendix 3



United States Missions

New York

The United States is represented at the Headquarters of the United Nations in New York by the U.S. Mission to the United Nations under the direction of a Permanent Representative. The mission serves as the channel of communication between the U.S. Government and UN organs, agencies and commissions at the Headquarters; with the 165 other permanent missions accredited to the United Nations; and with various nonmember observer missions. It is also the base of operations for U.S. Delegations to the General Assembly and to other UN bodies when they meet in New York.

The U.S. Representative to the United Nations, who is also the Chief of Mission, and holds the rank of Ambassador, represents the United States in the Security Council. He or she is assisted by other persons of appropriate title, rank and status appointed by the President.

The mission staff includes specialists in political, economic, social, financial, budgetary, legal, military, public affairs and administrative matters. In 1991 about 140 persons were assigned to the mission by the Department of State and other U.S. departments and agencies.

The staff assists the U.S. Representative in such activities as planning the tactical pursuit of U.S. policy objectives in UN organs and bodies; carrying out consultations, negotiations and liaison with other delegations and the UN Secretariat; preparing policy recommendations to the Department of State; reporting to the Department of State on consultations and developments in the United Nations; discharging U.S. responsibilities as host government; carrying out public affairs activities; and planning and administering conference operations.

Geneva

The U.S. Mission to the European Office of the United Nations and Other International Organizations, headquartered in Geneva, is under the direction of a U.S. Representative with the rank of Ambassador. The mission is responsible for representing U.S. interests at the UN European headquarters; UN subsidiary bodies in Geneva (e.g., UN Human Rights Commission, UN Conference on Trade and Development, UN High Commissioner for Refugees, Economic Commission for Europe, and UN Disaster Relief Organization); specialized agencies with their headquarters in Geneva (International Labor Organization, World Health Organization, World Meteorological Organization, International Telecommunication Union and World Intellectual Property Organization); and other international bodies such as General Agreement on Tariffs and Trade, Conference on Disarmament, Intergovernmental Organization for Migration and International Committee of the Red Cross. The mission maintains contacts with resident delegations of other nations in Geneva as well as with nongovernmental or voluntary organizations involved in humanitarian affairs.

The mission is charged with pursuing U.S. interests in this range of agencies, furthering U.S. policy goals in such fields as international health, humanitarian assistance, human rights and the environment, reporting on developments and making policy recommendations to the Department of State. The mission is responsible for assuring sound UN management practices and the most effective use of U.S. contributions to the United Nations and specialized agencies.

The mission staff includes economic, political, labor, environmental, financial resource management, scientific, agricultural, health, public affairs, international development, refugee and migration and administrative personnel. About 150 Americans are assigned to the mission, along with 100 local employees.

The Permanent Representative often heads or serves as alternate on delegations to large conferences. Other officers of the mission represent the United States at the hundreds of international meetings and conferences held in Geneva each year.

The mission offers administrative support to the various U.S. Delegations involved in bilateral arms reduction talks with the Russian Federation. It also provides administrative support for the Office of the U.S. Trade Representative (GATT negotiations) and the U.S. Delegation to the multilateral Conference on Disarmament.

Vienna

The United States maintains a permanent mission in Vienna, U.S. Mission to the UN System Organizations, under a Permanent Representative with the rank of Ambassador. The mission provides representation to the International Atomic Energy Agency (IAEA), UN Industrial Development Organization (UNIDO), UN Relief and Works Agency for Palestine Refugees in the Near East (UNRWA), UN International Drug Control Program (UNDCP) and UN Office at Vienna (UNOV). Under UNOV there is the Center for Social Development and Humanitarian Affairs (CSDHA) which is made up of divisions and units dealing with aging, women's advancement, youth, the handicapped and crime control.

In addition to maintaining contact with the permanent missions of other nations, as well as with nongovernmental organizations, the U.S. permanent mission participates in the day-to-day oversight of these organizations. The mission staff includes political, economic and nuclear energy specialists, and numbers 15 full-time American employees.

Other U.S. Missions

The United States also maintains a mission to the UN agencies for food and agriculture in Rome, a mission to the International Civil Aviation Organization in Montreal, liaison offices with the UN Environment Program and Habitat in Nairobi and an observer mission to UNESCO in Paris.

Appendix 4



United States Representatives

Permanent Representative and Chief of Mission to the United Nations: Thomas R. Pickering

Deputy Permanent Representative to the United Nations: Alexander F. Watson

Deputy Permanent Representative to the Security Council: M. James Wilkinson (through January 28, 1991); George E. Moose (from August 2, 1991)

Representative on the Economic and Social Council: Jonathan Moore

Alternate Permanent Representative for Special Political Affairs: Shirin Tahir-Kheli

U.S. Representative to the European Office of the United Nations, Geneva: Morris B. Abram

U.S. Representative to International Organizations, Vienna: Michael H. Newlin (through August 1991); Jane E. Becker (from September 6, 1991)

General Assembly

46th regular session (New York, Sept. 17–Dec. 20)

Representatives: Thomas R. Pickering¹ (Chairman); Alexander F. Watson (Vice-Chairman); Mervyn M. Dymally; Dan Burton; Joseph Verner Reed

Alternates: George E. Moose; Jonathan Moore; Shirin Tahir-Kheli; Oscar Padilla; Mrs. Nelson A. Rockefeller

Subsidiary and Other Bodies

UN Scientific Committee on Effects of Atomic Radiation
40th session (Vienna, May 13–17)

Representative: Frederick A. Mettler
Alternate: Warren K. Sinclair

1. The Secretary of State, James A. Baker III, served as chairman of the delegation, *ex officio*, during his presence at the session.

Special Committee on the Charter of the United Nations and
on the Strengthening of the Role of the Organization
16th session (New York, Feb. 4–22)

Representative: Robert B. Rosenstock

Alternate: Carolyn L. Willson

Committee on Conferences

Substantive session (New York, Aug. 19–23)

Representative: Lawrence M. Grossman

Alternate: Stanley J. Bennett

Disarmament Commission

13th session (New York, Apr. 22–May 13)

Representatives: Alexander F. Watson; Stephen J. Ledogar

Alternates: Alexander Akalovsky; Robert T. Grey, Jr.;
John H. King

Conference on Disarmament

(Geneva, Jan. 21–Mar. 28; May 13–June 28)

Representative: Stephen J. Ledogar

Alternate: M. Lyall Breckon

Committee on Information

Organizational and 13th sessions (New York, Mar 4–5;
Apr. 4–19)

Representative: Shirin Tahir-Kheli

Alternate: Philip Arnold

Committee on Peaceful Uses of Outer Space

34th session (Graz, Austria, May 27–June 7)

Representative: William J. Lowell

Alternate: Bruce C. Rashkow

Special Committee on Peacekeeping Operations

(New York, April 19, May 6, 8, 9, 30)

Representative: Robert B. Rosenstock

Alternate: Carolyn L. Willson

UN Commission on International Trade Law

24th session (Vienna, June 10–28)

Representatives: Peter H. Pfund; Harold F. Burman

Alternates: Thomas Baxter; Raj Bhala; Samuel Newman

Security Council

Representative: Thomas R. Pickering

Deputies: Alexander F. Watson; M. James Wilkinson;

George E. Moose

Alternates: Robert T. Grey, Jr.; Robert B. Rosenstock

Trusteeship Council

58th session (New York, May 3–14)

Representative: M. James Wilkinson

Special Representative: Ngiratkel Etpison

Alternates: Christian M. Castro; James B. Cunningham;

Robert T. Grey, Jr.; Robert B. Rosenstock; Carolyn L. Willson

Economic and Social Council and Related Bodies

Organizational session for 1991 (New York, Jan. 30–Feb. 7)

Resumed session (New York, Mar. 25)

Representative: Jonathan Moore

Alternates: Edward Marks; Hugh T. Dugan; John V. Hurley

1st regular session (New York, May 13–31)

Representative: Jonathan Moore

Alternate: Edward Marks

Resumed session (New York, June 17–21)

Representative: Jonathan Moore

Alternate: Shirin Tahir-Kheli

2nd regular session (Geneva, July 2–26)

Representative: Jonathan Moore

Alternate: Edward Marks

Functional Commissions

Commission on Human Rights

47th session (Geneva, Jan. 28–Mar. 8)

Head of Delegation: J. Kenneth Blackwell

Deputy Heads of Delegation: Morris B. Abram; Otto Reich

Commission on Narcotic Drugs

34th session (Vienna, Apr. 29–May 9)

Representative: Melvyn Levitsky

Alternates: Michael H. Newlin; John A. Buche

Population Commission

26th session (New York, Feb. 27–Mar. 8)

Representative: Vincent P. Barabba

Alternate: Nancy O'Neal Carter

Commission for Social Development

32nd session (Vienna, Feb. 11–22)

Representative: Michael H. Newlin

Alternates: John A. Buche; Sandra Parrino

Statistical Commission

26th session (New York, Feb. 4–13)

Representative: Hermann Habermann

Alternate: Suzann Evinger

Commission on the Status of Women

35th session (Vienna, Feb. 27–Mar. 8)

Representative: Juliette Clagett McLennan

Alternates: Anita King; Michael H. Newlin;

Guadalupe Quintanilla; Elsie Vartanian

Regional Economic Commissions

Economic and Social Commission for Asia and the Pacific

47th plenary session (Bangkok, Apr. 1–10)

Representative: Donald P. Gregg

Alternates: John Medeiros; Ronald L. Kates

Economic Commission for Europe

46th plenary session (Geneva, Apr. 9–17)

Representative: Morris B. Abram

Alternates: G. Clay Nettles; David Patterson

Economic Commission for Latin America and the Caribbean

Did not meet in 1991.

Standing Committees

Commission on Human Settlements

13th session (Harare, Apr. 29–May 8)

Representative: Frederik A. Hansen

Alternates: John K. Atchley; Lawrence E. Birch;

Harley D. Rouda

Committee on Natural Resources

12th session (New York, Mar. 25–Apr. 4)

Representative: Edward Marks

Committee on Non-Governmental Organizations

(New York, Jan. 21–Feb. 1)

The United States is not a member of the Committee.

Observers: T. Albright; Steven McGann

Committee for Program and Coordination

21st session (New York, May 13–June 7)

Representative: Alexander F. Watson

Alternates: Linda Shenwick; John D. Fox

Commission on Transnational Corporations

17th session (New York, Apr. 10–19)

Resumed session (New York, May 7, 10, 15)

Representative: Edward Marks

World Food Council

17th ministerial session (Helsingor, Denmark, June 5–8)

Representative: Edward R. Madigan

Alternate: Catherine Bertini

Related Subsidiary Bodies

UN Children's Fund

Executive Board (New York, Apr. 22–May 3)

Representative: Peter B. Teeley

Alternates: Mary Ann Stewart; Jonathan Moore

UN Development Program

Governing Council, organizational meeting and special session (New York, Feb. 19–22)

Representative: Jonathan Moore

Alternate: Joan Dudik-Gayoso

Governing Council, 38th session (New York, June 3–25)

Representatives: Jonathan Moore; Richard E. Bissell

Alternates: Nancy O'Neal Carter; Joan Dudik-Gayoso;

Duff Gillespie; Edward Marks

Resumed session (New York, Sept. 16–18)

Representative: Margaret J. Pollack

UN Environment Program

Governing Council, 16th session (Nairobi, May 20–31)

Representative: Curtis Bohlen

Alternate: Robert Ryan

Committee on Food Aid Policies and Programs

Special session (Rome, Mar. 18–19)

Representative: Gerald J. Monroe

Alternates: David Joslyn; J. Dawson Ahalt

31st session (Rome, May 20–27)

Representative: John F. Hicks

Alternates: Mary Chambliss; Margaret Mankin;

Gerald J. Monroe

32nd session (Rome, Dec. 3–6, 13)

Representative: Andrew Natsios

Alternates: George A. Braley; Gerald J. Monroe

Office of the UN High Commissioner for Refugees

Executive Committee, 42nd session (Geneva, Oct. 1–5)

Representative: Jewel Lafontant-Mankarious

Alternates: Princeton N. Lyman; Morris B. Abram

UN Conference on Trade and Development

Trade and Development Board

37th session, Second Part (Geneva, Mar. 11–22)

Representative: Morris B. Abram

Alternate: G. Clay Nettles

38th session, First Part (Geneva, Sept. 23–Oct. 4)

Representative: Morris B. Abram

Alternate: G. Clay Nettles

17th special session (Geneva, Dec. 2–13)

Representative: Morris B. Abram

Alternates: John S. Blodgett; G. Clay Nettles

Specialized Agencies and IAEA

Food and Agriculture Organization (FAO)

Conference, 26th session (Rome, Nov. 9–28)

Representative: Edward R. Madigan

Alternates: Duane Acker; Melinda L. Kimble;

Gerald J. Monroe

International Atomic Energy Agency (IAEA)

General Conference, 35th session (Vienna, Sept. 6–20)

Representative: Richard T. Kennedy

Alternates: Jane E. Becker

International Civil Aviation Organization (ICAO)

Assembly did not meet in 1991.

International Fund for Agricultural Development (IFAD)

Governing Council, 14th session (Rome, May 29–30)

Representative: Barbara A. Upton

International Labor Organization (ILO)

Conference, 78th session (Geneva, June 5–26)

Minister: Lynn Martin

Also attending: Lori Venberg

Delegates: Shellyn G. McCaffrey; Anthony G. Freeman

Alternates: Morris B. Abram; David A. Peterson

International Maritime Organization (IMO)

Assembly, 17th session and 16th extraordinary session

(London, Oct. 25–Nov. 8)

Representative: J. William Kime

Alternate: Arthur E. Henn

International Telecommunication Union (ITU)

Administrative Council, 46th session (Geneva,

May 27–June 7)

Representative: Earl S. Barbely

Alternate: Michael Fitch

UN Educational, Scientific and

Cultural Organization (UNESCO)

General Conference, 26th session (Paris, Oct. 15–Nov. 7)

Principal Observer: Jackie Wolcott

Observers: William Green; Susan S. Jacobs; David Layton;

G. Dennise Mathieu

UN Industrial Development Organization (UNIDO)

Industrial Development Board, 8th session (Vienna, July 1-5)

Representative: Michael H. Newlin

Alternate: John A. Buche

Industrial Development Board, 4th General Conference
and 4th special session (Vienna, Nov. 18-23)

Representative: Jane E. Becker

Alternate: John A. Buche

Universal Postal Union (UPU)

Executive Council, regular session (Bern, Apr. 22-May 8)

Head of Delegation: Michael S. Coughlin

Co-Head of Delegation: Thomas E. Leavey

Deputy: Michael J. Regan

Executive Council, extraordinary session (Bern, Oct. 25-26)

Delegate: Richard Zorn

World Bank Group and International Monetary Fund

*International Bank for Reconstruction and
Development (IBRD)*

U.S. Governor: Nicholas F. Brady

Alternate: Robert B. Zoellick

U.S. Executive: E. Patrick Coady

Alternate: Mark M. Collins

International Development Association (IDA)

The U.S. Governor, Executive and alternates were
the same as those of the IBRD.

International Finance Corporation (IFC)

The U.S. Governor, Executive and alternates were
the same as those of the IBRD.

International Monetary Fund (IMF)

U.S. Governor: Nicholas F. Brady

Alternate: Alan Greenspan

World Health Organization (WHO)

44th World Health Assembly (Geneva, May 6-17)

Delegates: Louis W. Sullivan; James O. Mason;

Antonia C. Novello

Alternates: John R. Bolton; Morris B. Abram;

Neil A. Boyer; James Sarn

World Intellectual Property Organization (WIPO)

Governing Bodies (Geneva, Sept. 23-Oct. 2)

Representative: Harvey J. Winter

Alternate: Lee Schroeder

World Meteorological Organization (WMO)

Congress, 11th session (Geneva, May 1–25)

Representative: Elbert W. Friday, Jr.

Alternate: Eugene W. Bierly

World Tourism Organization (WTO)

General Assembly, 9th session (Sept. 26–Oct. 4)

Representative: John Keller

Alternate: Henry G. Riegner

Appendix 5



Scale of Assessments

The scale of assessments for the contributions of member states to the UN regular budget for the financial years 1989, 1990 and 1991 are as follows:

Member State	Percent	Member State	Percent
Afghanistan	0.01	Denmark	0.69
Albania	0.01	Djibouti	0.01
Algeria	0.15	Dominica	0.01
Angola	0.01	Dominican Republic	0.03
Antigua and Barbuda	0.01	Ecuador	0.03
Argentina	0.66	Egypt	0.07
Australia	1.57	El Salvador	0.01
Austria	0.74	Equatorial Guinea	0.01
Bahamas	0.02	Estonia ¹	—
Bahrain	0.02	Ethiopia	0.01
Bangladesh	0.01	Fiji	0.01
Barbados	0.01	Finland	0.51
Belarus	0.33	France	6.25
Belgium	1.17	Gabon	0.03
Belize	0.01	Gambia	0.01
Benin	0.01	Germany	9.36
Bhutan	0.01	Ghana	0.01
Bolivia	0.01	Greece	0.40
Botswana	0.01	Grenada	0.01
Brazil	1.45	Guatemala	0.02
Brunei Darussalam	0.04	Guinea	0.01
Bulgaria	0.15	Guinea-Bissau	0.01
Burkina Faso	0.01	Guyana	0.01
Burundi	0.01	Haiti	0.01
Cambodia	0.01	Honduras	0.01
Cameroon	0.01	Hungary	0.21
Canada	3.09	Iceland	0.03
Cape Verde	0.01	India	0.37
Central African Republic	0.01	Indonesia	0.15
Chad	0.01	Iran	0.69
Chile	0.08	Iraq	0.12
China	0.79	Ireland	0.18
Colombia	0.14	Israel	0.21
Comoros	0.01		
Congo	0.01		
Costa Rica	0.02		
Cote d'Ivoire	0.02		
Cuba	0.09		
Cyprus	0.02		
Czechoslovakia	0.66		

1. Assessment rates of the Republics of Estonia, Latvia and Lithuania are to be determined by the Committee on Contributions during its 52nd session in 1992. Rates will be deducted from the former U.S.S.R. assessment rate and be retroactive for 1991.

United States Participation in United Nations

Member State	Percent	Member State	Percent
Italy	3.99	Paraguay	0.03
Jamaica	0.01	Peru	0.06
Japan	11.38	Philippines	0.09
Jordan	0.01	Poland	0.56
Kenya	0.01	Portugal	0.18
Korea, Dem. People's Republic ²	—	Qatar	0.05
Korea, Republic of ³	—	Romania	0.19
Kuwait	0.29	Russian Federation ⁸	9.99
Laos	0.01	Rwanda	0.01
Latvia ⁴	—	Saint Kitts and Nevis	0.01
Lebanon	0.01	Saint Lucia	0.01
Lesotho	0.01	Saint Vincent	
Liberia	0.01	and the Grenadines	0.01
Libya	0.28	Samoa	0.01
Liechtenstein	0.01	Sao Tome and Principe	0.01
Lithuania ⁵	—	Saudi Arabia	1.02
Luxembourg	0.06	Senegal	0.01
Madagascar	0.01	Seychelles	0.01
Malawi	0.01	Sierra Leone	0.01
Malaysia	0.11	Singapore	0.11
Maldives	0.01	Solomon Islands	0.01
Mali	0.01	Somalia	0.01
Malta	0.01	South Africa	0.45
Marshall Islands ⁶	—	Spain	1.95
Mauritania	0.01	Sri Lanka	0.01
Mauritius	0.01	Sudan	0.01
Mexico	0.94	Suriname	0.01
Micronesia ⁷	—	Swaziland	0.01
Mongolia	0.01	Sweden	1.21
Morocco	0.04	Syria	0.04
Mozambique	0.01	Tanzania	0.01
Myanmar (Burma)	0.01	Thailand	0.10
Namibia	0.01	Togo	0.01
Nepal	0.01	Trinidad and Tobago	0.05
Netherlands	1.65	Tunisia	0.03
New Zealand	0.24	Turkey	0.32
Nicaragua	0.01	Uganda	0.01
Niger	0.01	Ukraine	1.25
Nigeria	0.20	United Arab Emirates	0.19
Norway	0.55	United Kingdom	4.86
Oman	0.02	United States	25.00
Pakistan	0.06	Uruguay	0.04
Panama	0.02	Vanuatu	0.01
Papua New Guinea	0.01	Venezuela	0.57
		Vietnam	0.01
		Yemen	0.01
		Yugoslavia	0.46
		Zaire	0.01
		Zambia	0.01
		Zimbabwe	0.02

2. Democratic People's Republic of Korea, Republic of Korea, Marshall Islands and Micronesia were admitted to the United Nations on Sept. 17, 1991, and shall contribute one ninth of 0.05, 0.69, 0.01 and 0.01, respectively.

3. Ibid.

4. See footnote 1, p. 301.

5. Ibid.

6. See footnote 2 above.

7. Ibid.

8. On December 8, 1991, the Commonwealth of Independent States was established. The Russian Federation continued as an original member of the United Nations for the former U.S.S.R.

In accordance with Rule 160 of the General Assembly rules of procedure, states that are not members of the United Nations but that participate in certain of its activities are called upon to contribute toward the 1989, 1990 and 1991 expenses of such activities on the basis of the following rates:

Non-member State	Percent	Non-member State	Percent
Holy See	0.01	Switzerland	1.08
Monaco	0.01	Tonga	0.01
Nauru	0.01	Tuvalu	0.01
San Marino	0.01		

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